

SEMINAR ON

APPROPRIATE ADMINISTRATIVE FRAME-WORK FOR HILL REGIONS

25th. JANUARY, 1987

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
(U.P. REGIONAL BRANCH)

27-B/5, LAJPAT RAI MARG, LUCKNOW-226001

B375121

172

SEP 17 1964

F O R E W O R D

The Indian Institute of Public Administration, U.P. Regional Branch has been organizing various interactions concerning problems of public Administration. In addition to periodic meetings, colloquia and guest lectures the Branch has been holding, regularly, seminars.

In the year 1986 two well attended seminars were held, the first one on "District Administration - Challenges and Opportunities" (March 1986) which was inaugurated by the Hon'ble Chief Minister, Uttar Pradesh. The second one was held on the subject "Administrative Problems of the Next Fifteen Years" (September 1986).

We have now come to 1987. We are starting off with two important activities. The first is an IIPA Newsletter which we will commence publishing from March 1987. It will be a quarterly. The second is an interaction on "Appropriate Administrative Framework for Hill Areas" which we consider to be an important problem of public administration in the regional context. It has been organized in collaboration with the Society for Himalayan Environmental Rehabilitation and People's Action (SHERPA).

We are thankful to the Government of U.P. and the IIPA, New Delhi for their support and guidance for organizing this interaction. I, would also like to express my deep gratitude to SHERPA and the contributors of this document who have expressed their views about various aspects and have offered their valuable suggestions. We sincerely hope that the proposed interaction will generate concrete and implementable ideas and suggestions which can improve hill area administration and make it more effective as well as more responsive.

I would also like to thank my colleagues in the IIPA who have worked hard and helped us in organizing this Seminar.

LUCKNOW:

Dated : 21st January, 1987

T.N.DHAR
Honorary Secretary
IIPA U.P.Regional Branch

C O N T E N T S

		<u>PAGE</u>
1. Appropriate Administrative Frame-work For Hill Areas : Some Key Issues and Questions	T.N.Dhar	1-11
2. Some Thoughts On Administration in the Hills.	B.D.Pande	12-17
3. Some Aspects Of Development Administration of Hill Areas of U.P.	S.P.Gupta	18-26
4. Special Physical, Social and Economic Charecteristics of Hill Areas and Suitable Admini- strative Structure for Their Planning.	P.L.Gautam & Vir Singh	27-33
5. Economic Development And Administration in Hill Region	Shyamal Kumar Mukerjee	34-38
6. Hill Area Development Planning: Administrative Constraints and Consequences.	Neelmani P. Verma	39-49
7. Special Aspects of Administration in Hill Areas. (Abstracted from the Report of "Commission on District Level Administration". Volume-I)	-	50-73
8. Reorienting Administrative Systems For Hill Areas.	Dr. P.N. Sharma	74-81
9. What's Wrong With Hill Area Development ? (Abstracted from Yojana Vol.30 No. 24 January 1-15,1987).	Pandurang Hegde	82-88

APPROPRIATE ADMINISTRATIVE FRAMEWORK FOR HILL AREAS

- Some Key Issues & Questions

The hill areas in the country have vast and varied administrative arrangements which have their different historical contexts according to the regions of the area. The administrative arrangements from Kashmir to Arunachal Pradesh have different contexts and connotations. This is essentially due to historical reasons. For example, the north western areas of Kashmir were governed by the British on what is known as the agency basis. The State of Jammu and Kashmir was a princely state. Himachal Pradesh was a collectivity of small princely states and principalities. In the Central Himalayan Regions except for the small state of Tehri Garhwal, the rest of the region was governed by the British. Sikkim was again a feudal state under the Indian protection until its merger with India. The North Eastern Himalayan Regions, being mostly tribal, were either small princely states or what was known as unadministered areas. After independence Kashmir became a part of India as a full-fledged state. The states and principalities in Himachal Pradesh were joined together to form a Union Territory which subsequently became a State. The princely State of Tehri Garhwal was converted into a district of Uttar Pradesh. Sikkim became a part of India and in the north-east either States or Union Territories were established for governance of the region. The States are Tripura, Manipur, Arunachal Pradesh, Meghalaya, Nagaland, and now, Mizoram. Darjeeling district is part of West Bengal while the two hill districts of North Cachar and Kabri - Anglong fall within the State of Assam.

The revenue administrative system in the Himalayan Regions varies considerably from State to State. Land reforms were used in a limited manner. In Kashmir, however, these were revolutionary inasmuch as land was appropriated and given to the tillers without compensation. In the north east the situation is different inasmuch as the tenure systems are entirely different. In most tribal areas the lands are managed by communities rather than individuals.

As for development the national system of Blocks, Gram Panchayats and Zila Parishads was introduced in the hill regions except in the North East where District Councils were formed much later. The Blocks and Districts were Administrative Regions which did not necessarily conform to natural watersheds and sub-watersheds. Therefore, two consequences followed. The first was that the development units did not have an eco-geographical wholeness because many of these units overlapped from one watershed to another. Secondly, the size of the blocks in terms of area and terrains was much too large in which the normal administrative structures devised for the plains became much too over-stretched.

The policing system also varied greatly. In Kashmir and Himachal Pradesh the civil police is responsible for these functions. In the hills of Uttar Pradesh the situation is different. Here the civil police has jurisdiction only in urban areas and roadside locations while in the rural areas it is the Revenue Police that functions. The situation in North East is again different inasmuch as the policing functions have from time to time been divided between military and police units, depending on the law and order situation that obtained from time to time.

Since local administrative systems evolved in various hill areas according to different contexts expediencies and situations appropriate structures suiting the eco-geographic conditions, terrains and topography of hill areas and the social and cultural environment of different sub-regions did not emerge.

Some regions in the Himalayas are represented wholly by States. In other cases parts of the States fall in Himalayan regions such as in U.P., West Bengal and Assam. For development programmes those States which wholly fall in Himalayan regions are designated as special problem states while those in respect of which only a certain number of districts constitutes the hill regions a sub-plan approach has been used for ensuring the flow of resources as per specific needs of these areas. In the North East a special mechanism in the form of the North Eastern Council has been set up for coordinating development in the region.

Some of the important problems relating to the administration of hill areas were examined by the Commission on District Level Administration set up by the U.P. Government. It went into many facets of the problems. The observations of the Commission have been extracted separately in this document as a chapter.

The main questions and issues that seem to arise are:

- (1) What should be the optimal size of administrative units in the hill areas at the district, tehsil/block level ?
- (2) In the hill areas should the aerial units of development not be co-terminus with watersheds and sub-watersheds ?

- (3) In view of the peculiar nature of geography, terrains and topography should not the organizational structures be different in hill regions so that on one hand administration is accessible to people and on the other the rendering of services by the various arms of administration effectively could be ensured ?
- (4) Considerable degradation is caused by the government sponsored development activities e.g. unscientific construction of roads or unscientific methods of mining, or uncoordinated development activities (e.g. lack of co-ordination amongst forest, irrigation, road constructions and mining departments). There is a greater need for coordination and for adoption of techniques that do not cause environmental damage and degradation.
- (5) For planning purposes, norms of implementation and units - costs may be varied keeping in view the constraints imposed by difficulties of access and altitudinal zones.
- (6) There should be catchment and sub-catchment development authorities with a view to providing for a strong institutional framework for rigorous implementation of various activities and programmes in an integrated manner.
- (7) Cost of development in hill areas is high by virtue of the character of topography and terrains. Environmental constraints further enhance the investment costs. Investment norms have, therefore, to be fixed on more

liberal criteria. It is not merely a question of saving hills. The health of the Himalayas is closely linked to the health of the 'food bowl' of the sub-continent, namely, the Indo-Gangetic Valley.

- (8) It is necessary that hill plans and projects are formulated by experts after careful surveys. Following this, technically feasible alternatives can be spelt out and the alternatives so worked out can then be placed before peoples' institutions (Catchment/Sub catchment Advisory Committees etc.) for open discussions and choice-making decisions. Within given and designated strategy boundaries, at the micro level, people of the local areas should be free to exercise options. There should be exchange of experience amongst various projects so as to benefit from successful achievements.
- (9) Training and visit programmes for village people in hill areas may be organised widely and demonstration plots may be used for training purposes.
- (10) Eco-development camps should be held regularly to enhance knowledge of environmental problems and create sensitivity for and knowledge of possible cost-effective solutions. The experience of such camps has been quite encouraging so far.

- (11) Training, motivation orientation and extension programmes should be organised for planners, community leaders farmers, workers, functionaries of voluntary agencies and workers of other concerned institutions.
- (12) T and V programmes for development staff as well as farmers should be organised. This programme will need to be modified for hills so as to include forestry, agriculture, horticulture, pasture development and animal husbandry.
- (13) In any planned development format for mountain regions, environmental constraints dictate certain compulsions. These compulsions have to be understood by the local citizenry. There has to be a wide spread consciousness about them so that the apparent conflict between development and conservation can be transformed into a complementarity (which is possible of achievement). If this purpose is to be achieved then the most apt medium through which such consciousness can be instilled and imbibed is the educational medium-both formal and informal. Schools, colleges, universities and adult education centres need to be mobilized for the purpose. Firstly, the educational curricula will have to be suitably modified to include the special needs of environmental education for hill populations. Secondly, students in these areas will need to be actually involved in the eco-development works through voluntary service. This has been quite successfully done in Gujarat in respect of the social forestry programmes. The use of media is

yet another power-ful means of spreading the consciousness.

- (14) Should there be uni-functional departmental workers covering comparatively larger areas or should there be multi-functional village level workers covering smaller areas which they can easily reach and service ?
- (15) In what manner can the acute staffing shortages be met ?
- (16) There is great shortage of residential accomodation for various levels of personnel. This is one reason why officers and staff do not wish to get posted to hill areas. What can be the solution ?
- (17) Many field postings in hill areas are such where it is impossible to maintain families. In such cases what should be the arrangements for schooling of children and family accomodation ? Certain arrangements to meet this kind of situation are already in existence for defence forces.
- (18) Research in development of agriculture, horticulture, hill tourism and land use systems is greatly wanting. There is a tendency to extend the results of research obtained in plains and try to apply them in the hills also. This creates serious problems. How can these gaps be filled ?

- (19) While there are gaps in research at the same time there are many examples in which while some results of research have been obtained, these have not reached the people. How can the laboratory/people interface be improved ?
- (20) There is great deal of fragmentation of land holdings in the hill areas. Could consolidation be an appropriate measure ?
- (21) The data base for hill areas is very poor and, therefore, proper regional planning does not become possible. How can the data base be improved ?
- (22) There is a chronic problem of out-migration in hill areas which leaves, in many districts, children, women-folk and old men to run the economy. While out-migration by itself may not be bad, the demographic changes that this has brought about in the Central Himalayas have given rise to many social and cultural problems. What can be done to deal with such problems ?
- (23) How can the goals of development and conservation be synthesised ? Can development be oriented in the hill areas to ensure that while the lot of local people in terms of incomes and employment improves, at the same time, the environmental security of the region is ensured and the resource base remains sustainable.

- (24) It is said that the pressure of human and animal population on hill lands is more than bearable. In what manner can this problem be approached ?
- (25) Protection of the Himalayan regions is not necessary only for the mountain areas but much more so for the Indo-Gangetic plains which constitute the food bowl of the country. Should, therefore, Himalayan development not be a change essentially on the national exchequer ?
- (26) There is not enough land use and land capability data for the hill areas because proper surveys have not been conducted. In what manner can these gaps be filled ?
- (27) Optimal development of land according to its capabilities will involve land use changes. Such changes - for example, shifting from agriculture to horticulture, or tree farming - involve loss of incomes. What set of incentives and disincentives can be evolved to bring about the desired land use changes without causing economic and social distress to the local people ?
- (28) As elsewhere people's institutions in the hills have become ineffective and to effete. In what manner can the participation of people be mobilised ?
- (29) What would be the role of voluntary organizations in the development of Himalayas ?

(30) It is important that the perceptions, needs, aspirations and experiences of hill people are interwoven coherently in the process of hill planning. The present situation is that the local people in general do not have a sense of involvement in the process of planning and development. Without their participation and acceptance of plan choices there is little chance of mountain planning to succeed. Hill people have over years acquired considerable knowledge about their land and its capabilities, about soil and water regimes and the species of crops, grasses and trees that can be grown under local conditions. This knowledge needs to be meshed with the strategies of development to be evolved, with research efforts and with technology transfer mechanisms so that the intelligence, design, choice and implementation functions of hill planning can rest on acceptance, trust and mutuality.

(31) Most hill areas, especially in the Himalayan regions, fall in the proximity of international frontiers which have remained tense and difficult in the last many decades. Even in ethnic contexts trans-border loyalties have created problems like insurgency, terrorism and demands for autonomy - sometimes even secession. In Jammu and Kashmir we have faced three wars and tribal incursions. With China the border problems continue to remain unresolved right across the Himalayan arc. In the North - East insurgency and unrest have become chronic. In these circumstances the need for effective hill administration which possesses both reach as well as grasp

is a paramount need of the Himalayan mountain regions. It has to be both firm and responsive; it has to be very well informed; it has to be accessible ; above all, it must be acting and not merely reacting administration.

These are some of the questions that could be asked. This listing is only illustrative.

The main point to be high-lighted is that man has to be the focus of development in the hills and the administrative structures have to be designed to keep this central objective in view.

T.N.Dhar

SOME THOUGHTS ON ADMINISTRATION IN THE HILLS

My experience of living in the hills, now more or less continuously and throughout the year for the last nine years or so, has made me come to some conclusions. My personal observation is that most often the people who formulate development schemes for the hills do not have adequate knowledge or experience of the area, its potentialities or the methodology for implementation. Almost all the schemes, to their minutest detail, are formulated either in Lucknow or Delhi by people - some of whom, I regret to say, may not have even visited the hills or paid very brief and fleeting visits thereto. I have numerous examples. Thus some ten years ago, in 1975, the State Bank of India formulated, as the lead bank, a very detailed programme of industrial and other development schemes which they would finance in Almora district. Ten years later my assessment is that practically all the schemes and projections that had been made have been found to be based on inadequate or wrong assumptions and hardly any of the projections have fructified. We all talk of woollen industries for the hills. No doubt, there is a tradition in this regard. But why are the training programmes and subsequent schemes not progressing? It is forgotten that the old employment generating woollen industries were based on supply of wool from Tibet and on natural dyes mainly based on forest produce. Wool from Tibet has stopped coming for nearly three decades now. Instead wool comes from Australia - it is processed mainly in the plains - Sonipat, Ludhiana etc. - then has to be brought to the hills and taken to the remote frontier regions - then brought back for finishing and sales to the urban centres in the plains. How can such a trade or industry survive without adequate support? Then we talk of forest and wood based industry - encourage it - and then stop supply of

timber and other forest produce either by banning it or nationalising it. We talk of developing dairying, but will make no arrangements for import of cattle feed to the hills or sanctioning milk chilling and cooling plants for the valleys during summer and rains to prevent the milk being spoiled. Similar story is for horticulture - we have the oldest - more than a century old research station for apples and other fruits, but we get apples to eat from Himachal Pradesh and fruit products like juices and jams from Bhutan, while our own so-called fruit processing plants are lying idle for the last ten years. My intention in quoting these instances is that the schemes have been formulated on inadequate personal or practical knowledge of the terrain they are supposed to work in and without working out the full financial, marketing and other constraints. Consequently we have only a long list of unsuccessful projects.

Although often stated, it is really not recognized that the economic and social problems of the hill areas are very different from those of the plains. Governments' policies which are formulated and implemented for the people of the State as a whole most often do not have the same impact in the hill areas as the geographical factors are so different. There is need for a different approach and a more careful study of the conditions in the area. In almost every field, whether industry, agriculture, road building, housing construction or irrigation, the technical methodology for the hills has to be vastly different from that of the plains. For example, the road development programme in the hills has often led to the ruin of forests and agricultural fields due to destructive and unscientific methods of construction. Land-slides, as a result of the bad initial road construction, continue to be a great menace and involve large and repeated wasteful expenditure in their clearance. Educational standards remain poor

because the schools are ill-equipped, they are not adequately staffed, sanctioned posts of teachers remain unfilled for years and in the curriculum itself there is little stress on such educational programmes as would create more self-employment opportunities. The result is an increase in the number of educated unemployed. Continued migration of people from the hills to the plains is indicative of the lack of opportunities to earn one's livelihood in the hill areas. The per capita income in the hills is substantially lower than in the plains.

There is need to build up and collect separate data useful for the hill areas. The type of data needed for the hills is different from what is collected for development in the plains. Sometimes the data as presented are misleading because they mix up the figures of the plains, i.e. Terai and Doon areas, with those of the hills proper. A Separate machinery is needed to collect data for the hill areas. At the same time a more aggressive and non-conventional approach to planning for this region needs to be evolved.

There has also been no effort to assess the real impact of planning on the people, nor has there been an evaluation of earlier projects to restructure future schemes for better implementation. Most of the industrial enterprises set up by private individuals or the Government have not succeeded. No thought has even been given to procure alternative means of fuel and fodder for the hill people to reduce the pressure on forests. It would have been desirable if the hill areas were subsidized in the matter of alternative sources of energy and more rapid electrification. This would have saved forests not only in the interest of the hills but would have benefited the entire country.

As far as schemes are concerned, the main reason for their failure, or non-implementation, appears to me to be due to an inadequate study of the backward and forward linkages of the projects and an insufficient examination of the technical, economic and social viability of the project itself - partly these deficiencies arise because of inadequate consultation with the local people concerned, and partly, because the schemes are prepared by people who have no, or very superficial knowledge of acquaintance with the area. A major weakness of planning in the hill areas has been the lack of involvement of hill people in the development activities.

Successful development work can only be done by persons who are interested in the work, are devoted to the area in which they are working and are in tune with the people living there. This means that only those who have a love for the mountains and who are physically fit (I emphasise this), should be sent to work in these areas. Govt. should also see that the officers and staff posted here do not consider that they are being sent on a punishment posting or are being put on the self. The problem here is that everyone considers a posting to the hills as a punishment posting. There are only two districts which are an exception, that is Nainital and Dehradun. Both these provide all the necessary facilities like housing, but more importantly, schooling for their children, hospital and medical facilities, ability to avoid the extremes of weather - Nainital people can go to Haldwani for the winter and Dehradun people to Mussoorie for the summer. And most important, they are well connected by train and road and air to all places in the plains. For all other districts, posting is like a punishment as none of the facilities above mentioned are available - instead there are hardships to endure. So what do the people do ? First of all they

try their hardest to have their transfer orders cancelled. If they fail, they join, but immediately thereafter proceed on leave, if not on any other ground then on the ground of high blood pressure. It is surprising to find how many of the government functionaries suffer from this disability which makes it difficult for them sometimes even to go to their offices and certainly, much more difficult to visit any place other than those on the road side. Officers should be encouraged to stay here for long periods so that the knowledge acquired by them is not wasted. It is necessary also to provide them with basic amenities, specially housing, educational facilities for their children, medical aid and good communications. If this is not given due consideration, future schemes will also flounder as in the past. These suggestions apply to the government functionaries of all departments without exception.

At present the decision making authority is far away and difficult of access and the decision making process very dilatory and slow. The State Government have, in order to respond to pressing demands of the local people, created posts of heads or additional heads of departments specially for the hills - like posts of Chief Engineers of Irrigation, P.W.D., Directors of Horticulture, Health, Education, Police Inspectors of General and so on. Several of these heads of offices have of course got Government to approve of their headquarters being in Lucknow. In some cases, perhaps for lack of adequate political pressure, they have been compelled to open their office in the hills. But except for a small staff locally, they themselves, (and in almost all cases, their families), are generally always at Lucknow for liaison work in the Secretariat, with other departments and to get Govt. sanctions for almost anything one can think of. These heads of departments suffer from yet another disability. They do not have adequate delegation of power, and wherever they are so delegated on paper,

they are kept suspended by executive orders, generally verbal, And they have to refer every thing to Lucknow. And there are no, or very insignificant, delegations of financial powers.

The major administrative reform that needs to be considered, therefore, is the creation of a separate regional administrative set up with substantial delegated powers. The basic planning policies for the hill regions should also be separate - based on their specific problems. Without such a decision in the administrative set up, it may not be possible to make a real impact on the development of the hill areas.

B.D. Pande, Almora.

SOME ASPECTS OF DEVELOPMENT ADMINISTRATION
OF HILL AREAS OF U.P.

Administrative structure of an area is generally determined by its geography, its civilisation & culture, its traditions and conventions and socio-economic institutions built up or evolved over thousands of years. Administrative structures also undergo changes, innovations and even revolutions with basic changes in the State policies. A given administrative structure has also ultimately to have broad acceptance by the people whose interests it seeks to serve. Administrative structures to be effective can be neither ad-hoc nor out of tune with people's requirements.

Till the end of the British rule in India, managing the affairs of the State in plains or hills, was largely a maintenance problem. In the absence of viable means of communication and transportation, the State direction and control in hills could only be minimal. Lack of encouragement from the State and consequent lack of motivation for development left the traditional administrative structure largely intact. The post-Independence era in India created an entirely new situation. High hopes were aroused and while the people did not ask for luxuries or for a life of plenty, they did expect basic necessities of life, some say in day-to-day administration, redressal of their genuine grievances and an opportunity to improve their social and economic conditions.

The State and the people were in a hurry to usher in a new era. People in Delhi and Lucknow had neither the time nor the aptitude for in-depth study of hill problems, their practical solutions and evolving, in that context, an appropriate administrative structure for the development of the hill areas. The earliest organised attempt at rural development was the introduction of the Community Projects in 1952,

when community development blocks were created on a uniform basis all over the country. There was a uniform pattern for all areas. The programmes were the same, the same staffing pattern and a common schematic budget provision. It served the limited purpose of creating awareness among the people and availability of a minimum level of infra-structure facilities like seed stores, primary health centres, veterinary dispensaries, production - cum - training centres. It could not, however, lead to catering to the felt needs to the people, intensive land use or availability of social inputs nearer home. The model did not suit the hill areas but people had no choice.

Hill areas of U.P. had to go through a 'Chipko Andolan' (Movement) to draw attention to the urgent problem of preserving their forest wealth which economically, environmentally and ecologically is as important to the entire plain region as to the hill areas. At the root of the occasional demand for a separate hill state of U.P. hill districts are the unfulfilled aspirations and expectations of the common man. The establishment of a separate Hill Development Board and a separate sub-plan for U.P. Hill areas were meant as corrective to the situation created by emphasis on uniformity of development schemes in the entire state. The 'District plan Sector' innovation is another step in this direction but these innovations and deviations do not touch the basic problem of a viable development administrative structure for the hill areas.

Apart from the steps indicated above, the only deviations from the normal development administrative structure attempted for the hill areas of U.P. so far are :

- (i) Additional heads of important departments have been made nodal officers exclusively responsible for development programmes.

(ii) Separate sub-cadres upto class II level in certain departments have been created.

(iii) There are mobile teams for certain specified activities of a few departments.

The fact that an average tehsil or development block in the hill district of U.P. has a much less population to serve has little meaning in the context of vast areas that each administrative unit covers. Except for Nainital and Dehradun districts which include large non-hill areas also, these basic administrative units in the other six districts are spread over very large areas as would be seen from the following table :

TABLE -1

Sl. No.	Name of the District	No. of Abad villages	Average area in sq. km.	
			Tehsil	Block
1.	2.	3.	4.	5.
1.	Almora	2967	1795	385
2.	Pithoragarh	2151	1771	738
3.	Tehri Garhwal	1958	1474	442
4.	Uttarkashi	658	2004	1336
5.	Chamoli	1463	2231	830
6.	Pauri Garhwal	3235	1813	363

The villages population-wise are very small (220 or 44 families on an average in each village) and that presents another basic problem. For intensive development, each parcel of land has to be reached and each individual family has to be contacted and persuaded by an extension worker. The present development set up can not achieve this. With difficult terrain and communication difficulties no B.D.O. and no block level subject matter specialist can look after an area of several hundred sq. km. nor can he supervise the village functionaries and supporting institutions effectively over such a large area. Financial and trained personnel resources are limited. Much as it may desire, each development department can not employ adequate number of workers to cover the area effectively. As a consequence, the present structure admits only of a 'selective approach'. Each worker selects some well to-do farmers and land owning families and concentrates on them to complete his targets. This is partly true of plain areas also but in the hills, this is an effective impediment to broadening of the base of the programmes. A basic structural change is called for in the administrative set up if it is to sub-serve the purpose of development of the entire hill area and the most vulnerable sections of the people.

Prime Minister Rajiv Gandhi recently on a visit to Andaman Nicobar islands emphasised the fact that these islands could not register the desired growth level because the pattern evolved for the mainland was imposed on the islands also which did not suit their requirements. This is equally true of the hill areas of U.P. Some simple facts about the hill areas are :

- (a) The life in the hills is still simple and largely custom/tradition based.
- (b) The hilly terrain does not permit rapid communication and transportation.

- (c) The number of villages with small population is vary large,
- (d) The community is predominantly agrarian and rural (rural population ranges between 90.18 to 96.87 per cent of the population and less than 1.50 per cent of the population is engaged in industry).
- (e) The land holdings are very small, average net area sown per cultivator family ranges from 0.31 ha. in Chamoli to 0.79 ha. in Pauri Garhwal. These small holdings are also scattered over several pockets making it impossible to introduce mechanised agriculture.
- (f) The area is criss crossed by many small and big rivers and nallahas creating numerous water sheds, sub-watersheds and micro water sheds.
- (g) Lack of infra-structure like storage facilities, sale points, marketing centres and transport facilities at points within easy reach of small cultivators coupled with poor economic conditions of the farming community makes it impossible for them to opt for commercial crops.
- (h) Large investments are ruled out because of lack of investment capability and weak co-operative structure in the hills.

For an undulating land with steep slopes and criss-crossed by numerous rivers and rerivulets, there is no escape from organising development work (essentially most economic land use) taking watersheds, sub-watersheds and micro watersheds as the units of development. A large number of small,

medium and large irrigation, power and road projects were taken up in hill areas in the post-I independence period. The individual projects were conceived and implemented as 'isolated units'. A road does effect the natural flow of water and unless corrective measures are taken simultaneously, it creates problems of soil erosion and water management. Similarly an irrigation project disturbs the existing land management system creating new sub/micro watersheds. Soil and water conservation schemes were taken up by the Forest and Agriculture departments not necessarily in the same catchment area simultaneously and without coordinating their efforts. Again while the nature of terrain demanded a master plan for the entire watershed in which schemes for sub-watershed and micro-watersheds falling within the area of the watershed could fit in, the departmental projects were treated as 'isolated schemes' without reference to the entire watershed or even sub-watershed. This has resulted in money and efforts having gone waste or results not being commensurate with investments. Large scale felling of trees for industrial and other purposes and neglect of forest and pasture lands have aggravated an already deteriorating situation.

A rational development set up for the U.P. Hill areas should, therefore, meet the following requirements :

- (i) It should be organised on watershed basis. A micro watershed could be the smallest planning and development unit (in present terminology 'the development block'). A sub-watershed could be designated as the planning sub-region while the entire watershed could be the planning and development region.

- (ii) The plans for micro/sub watersheds should be conceived and implemented only as so many integral parts of the watershed.
- (iii) There should be a high power development authority for each watershed area, a sub-regional authority for each sub-watershed and block level committee for the block area. The existing Gram Sabhas and Kshetr Samitis can provide the popular support to the suggested system at the block level. Elected representatives should be on higher bodies also.
- (iv) The size (area) and population of blocks, sub regions and regions can not be uniform in the hill areas. They will vary in size and population and, the staffing pattern can not be the same for all units. The number and level of staff should be fixed on the basis of actual work load from time to time as is done in the case of irrigation, power and other public works projects even now.

As discussed earlier, the resources do not permit large expansion of departmental hierarchies which could enable them to post a field worker for each small area nor such an expansion would be commensurate with results. And yet, unless there is very intensive coverage-both areawise and populationwise, not much benefit will accrue to the common man.

The development activities can be broadly classified in two categories.

- (i) Programmes requiring advanced sophisticated technological and managerial support. This support can be provided only by specialists. Activities relating to major and medium irrigation projects, industries requiring highly professionalised skills and state managed forests, orchards, nurseries, production centres, research activities, training programmes and infra-structure facilities requiring large funds fall in this category and can be handled only by subject matter specialists and should continue to be the responsibility of individual technical departments through their own professional services.
- (ii) Programmes to be taken up by large number of people mainly requiring extension and advice input, without involving advanced technology are a separate group. In these programmes lakhs of families have to be approached. Programmes relating to agriculture, horticulture, social forestry, animal husbandry, cattle improvement, minor irrigation works, sanitation, public health, village roads and culverts, nutrition programmes, village and cottage industries, drinking water facilities etc. fall in this category. The basic aspect here is that the programmes are to be implemented by the people themselves. The role of the State is limited to advice and assistance. Much greater co-ordination between the concerned government departments and semi-government organisations is necessary. The success depends on 'universal coverage' and the programmes require constant and concentrated attention. The only viable administrative set-up suitable for such a

group of activities can be an extension machinery manned by trained extension workers each of them intensively covering a small area and a limited number of families for the entire gamut of development activities in this category.

In small states like Punjab and Haryana, the ministers and senior officers of the State Government can oversee the implementation of development programmes from the State Headquarter. Such an arrangement is not possible in a big state like U.P. This local popular overseeing was provided by Zila Parishads in U.P. and these bodies provided much needed assistance to the local people. Decentralisation of powers and functions at the regional, sub regional and block level is much more necessary in hill areas. Decentralisation attempted through nominated bodies and bodies created and abolished through executive orders does not evoke credibility or a feeling of self-management. There has to be statutory arrangements to involve the people and their elected bodies in this effort.

S.P. Gupta.

SPECIAL PHYSICAL, SOCIAL AND ECONOMIC CHARECTERISTICS
OF HILL AREAS AND SUITABLE ADMINISTRATIVE STRUCTURES
FOR THEIR FLANNING

The hills of Uttar Pradesh comprising an area of 51,125 sq. km. are perhaps the most threatened ecosystem in India. A part of Indian Central Himalaya, the U.P. hills consist of eight district, namely, Nainital, Almora, Pithoragarh (Kumaon Division) Pauri, Uttarkashi, Chamoli, Tehri and Dehradun (Garhwal Division). The geographical area of the Indian Central Himalaya is quite extensive and undulated. The U.P. Hills can well be compared to the hilly regions of several countries in Asia, such as Nepal, Sri Lanka, Bhutan and Thailand. The terrain is comprised to steep terraced hillsides traversed by many streams and rivers which flow down into the wide Indo-Gangetic Plain feeding millions of hectares of land and its inhabitants. The climate ranges from hot dry subtropical in the river valleys to cool moist temperate in the higher hills.

More than 90 per cent of the rural population are involved in subsistence farming as their primary occupation. Livestock farming is the next important occupation. To some of the landless people like Gujjars, livestock are the only source of their livelihood. In the recent years, migration of the local people towards plains has become the common phenomenon, perhaps the way of life, in the hills. Large number of families in each village have to depend on the money order economy. As such the whole of area to a large extent subsists on 'money order economy'.

The most important natural resources are the forests covering only as less as 28.7 per cent of area (according to imageries by satellites) though the official records show more than 60 per cent area under forests. The other important natural resources are surface water and minerals, such

as, magnesite, dolomite, graphite, limestone, sand stone, rock phosphate, sulphur, copper and lead.

In the Indian Central Himalaya, the grazing lands are spread in about 2292860 hectares land, mostly on community land. Apart from it, there are some grazing lands, stable or unstable, which have been created due to forest felling or fallowing of cultivated land. Due to over-grazing, the carrying capacity of the grazing lands has gone down considerably. In the Kumaon and Garhwal Himalaya, grazing pressure is 3.4 and 2.5 times over the carrying capacity of the land, respectively. Due to indiscriminate grazing the productivity of the grazing lands is decreasing markedly and the natural vegetation is being gradually replaced by undesirable plants and weeds.

The area of land which is unfit for agriculture and is barren is about 218758 hectares which accounts for 7.3 per cent of whole geographical area. Such land which can be brought under agricultural operations measures about 156450 hectares, or 5.2 per cent of the geographical area. As much as 26270 hectares of land is left fallow.

The community land, extending over an area of about 9000 sq. km. is the key factor for the overall development of the hills - social, economical and environmental, for its role in transferring energy and nutrients to livestock and cropland and for maintaining constant flow of water springs. The dismal phase of the entire situation is this that the community land has been and is still being abused very badly. The avalanche of deforestation in the Himalaya is gradually extending arid, desert like, conditions in the eastward direction, starting from Garhwal, Kumaon and Nepal. The reasons of lower agricultural and livestock production, poor economy of the people in the area are attributed to the deteriorated condition of the community land to a great

more problems to the local people due to community land degradation. Small size of the land holding, multiple fractionation of cultivable land, uneven, scattered and terraced fields and unemployment are the another reasons of poor economic condition of the people.

The gravity of the situation resulted from erosion of vegetation is apparent from the devastating floods in the plains engulfing thousands of hectares of cropland every year. The final drama of this situation will be mass migration from the hills. The dissenting voices from Himalayan communities is the very indicator of how fast the situation of 'ecological collapse' is approaching.

Himalaya, the youngest of all mountains of the world, excercises a seminal influence not only on the economy of its own inhabitants, but also on the economy of whole country by its effect on rains, wind, heat, cold, moisture and vegetation. If the present trends continue unabated the sombre landscape will uproot the Himalayan people from their land. Now since Himalayan development has a high priority in our national agenda, we should seek answers to solve various problems related to it.

Various institutions, universities, private organizations and scientists are involved in research activities in Himalayan areas. A number of pilot projects are on the way. Strategies are being evolved and discussed in meetings seminars and study circles. But, nothing concrete or worthwhile has come up. People have not been benefitted by research achievements, economic condition of the families has not been elevated, mass migration has not been checked, the eco-crisis has deepened. There is likelihood that most wanted changes can not take place until an appropriate administrative frame-work for the hill area is sought and established.

Owing to their different topography, socio-economic structure and special significance for the country as a whole, the hill areas demand such an administrative frame-work which should guarantee their overall development. Allocation of more funds for the development of hills and constituting a Hill Development Board, alone can not help reshaping the hills and hill people.

The plan is often executed at block level. But a block can not have a wholesome picture of all the villages for which the block has to work. For example, Chamba block of Tehri Garhwal consists of 210 villages situated from 800 to 2600 meter elevations. The cropping pattern, vegetation, climatic condition etc. change from village to village. All such aspects can not be taken care of by B.D.O. and his staff. What is true to Chamba block, is true to all blocks in the hill areas. If the similar policy and attitude of the so called development is adopted by the block for all villages under its supervision, all the villages can not harvest the benefits as per their different potential sources. For example, if village A has more potential for vegetables, B for apple farming and C for grain crops, the block may not be able to take instant decision according to the specific potential and requirement of each village. More over officials can not dare to move each and every village specially to the villages situated at remote places far from motor road.

A developmental unit at the level of gram sabha, however, will work. The gramsabha is a cluster of 4 - 5 villages having almost similar conditions. The gramsabhas can evolve their own strategies like what kind of fodder and fuel trees they want, what are their crop requirements according to the climate, availability of water etc., what sort of small cottage industry units can be successful as per the availability of raw material in the area and demand of market system, and the like. Another gramsabha may like to go

for the farming of medicinal and aromatic plants and yet another may like to depend on horticultural crops. In essence, all favourable conditions should be exploited maximally by each village society so that a village becomes self-reliant on its own resources. It is possible only when the planning is executed at a gramsabha level.

It has often been seen that most of the staff responsible for hill development includes non-scientific and non-technical personnel, e.g., the persons deputed for agricultural development sometime do not know the basic elements of hill agriculture. It is, therefore, necessary to select and depute the persons of high scientific and technical calibre. As per the developmental needs of a gramsabha technical persons of different fields like agriculturist, horticulturist, environmentalist, animal scientist, small cottage industry specialist etc. may be selected and trained for their specific jobs. These needs would vary from gramsabha to gramsabha and thus necessary changes may be made in the selection of personnels accordingly.

Women constitute the major motive force in the hills. They are the 'back bone' of hills' economy. Without their contribution the hill's life will become standstill. But this fact has not yet been widely recognised. That's why the recruitment of women workers/specialists so far has been neglected. We can not realise any significant achievement without the active involvement of women specialists in hill areas. Hence, amongst the hill employees the majority should be of women. A women worker will not only help the hill women in fields, gardens and forests, but will also help them in other house hold chores, like child-care, health and sanitation, cooking, embroidery and other income generating activities.

The other officers at block and district level to supervise and train the 'barefoot workers' at gramsabha level should also be of high scientific and technical skills.

The hill people are environment - sensitive. Their active participation in 'Chipko' movement is the very proof of it. They very well understand that fuel, food, fodder and water crisis which have climaxed today are due to the deterioration of their environment. They want to save and protect their natural resources and that's why they have launched a pious movement aimed at saving their forests and thus saving themselves, Himalayan and their country. The question is how to make the administration environment - sensitive ? The administration can be made of this kind provided it included highly educated persons equipped with the knowledge of Himalaya's unique ecosystem and its role in the country's overall economy and welfare. It is often seen that forest official's interests clash with that of local people's. If they deeply understand the system they are working with, they will come to realise that hill people's life can not go without their dependence on their forests. If their rights are snatched or minimised, they may lose their trust in administration. However, new forests are to be erected and remaining forests need be saved. This can only be achieved when local people's trust is won, when the people understand that the forest resources are their own, for them and for their generations. To let this understanding prevail, skilled and sensitive forest officials should work with the people at gramsabha level. This forest official/environment specialist may suggest and train the villagers in various fields - preparing nurseries, planting trees, saving old forests and new seedlings, controlling and regulating lopping and grazing etc.

Several voluntary agencies are in action in the hill areas. Their action and programmes should be boosted by new administrative frame - work.

The new administrative frame - work should seek to uphold the socio-cultural values existing in the area. Any such change that could alter these values on which the societies have been blossoming and prospering over centuries, should never be advocated. The administrative set up should be committed to the maintenance of frame-work most desired and wanted by the local people. Local leadership should always be encouraged. People's 'self-governance' should be the most pious objective of the new administrative frame-work. This can be a debatable subject of today. If the development of hills, their people and the improvement of country's economic situation are the objectives, it is high time we thought and stuck to a workable new administrative frame-work for the hill areas.

P.L. Gautam and Vir Singh,
Hill Campus, G.B. Pant University of Agriculture &
Technology, Pant Nagar, Nainital.

ECONOMIC DEVELOPMENT AND ADMINISTRATION IN HILL REGION

In different countries of the world there have been many attempts to find out best methods for administration of people in Hill regions. Hill regions are mainly inhabited by Tribal people. The correct policy to be followed, according to Elwin, was epitomised by Pandit Jawahar Lal Nehru, when he said that the development of the tribal people must be according to their own genius and tradition. This means steering a middle course. This is a hard and delicate job and it needs imagination, sincerity and constant care. The policy of the combination of the two is the gateway, whereby the tribal people may enter into full union with India of which they form so important and valuable a part. So the question is how to develop the synthesis, how to bring the blessings and advantages of modern medicine, agriculture and education to them without destroying the precious value of tribal life. The tribal people should not be overwhelmed with too many officials and aim should be at fundamentals and everything that is not vitally necessary should be eliminated. To solve this problem one has to go to them in genuine love and true simplicity. The policy followed by the British as expressed by T. H. Lewin "Let us not govern hills for ourselves, but administer the country for the well - being and happiness of the people dwelling therein"

It takes time for a tribal to adopt himself to order and discipline. To replace old enthusiasm for war, capture of slaves, feasts over heads and free huntings of all kinds of games, whenever they pleased, it was necessary to bring in pursuits which might be less objectionable, but at the same time attractive.

Agriculture, education and similar agencies for development have been sponsored. The administrator will have to rule firmly but with sympathy. They would have to possess "personal knowledge of the people" and to take interest in their way of life.

A glance at the provisions of the constitution indicate the zeal with which the fathers of the constitution protected the tribal people from possible infringement of their customs and ways of life. It would be very appropriate to remind ourselves of what our Prime Minister Smt. Indira Gandhi had said while inaugurating the North Eastern council on 7th Nov. 1972.

"The primary purpose of this council is the development of the region for greater - human welfare _____ I should like the council to draw up projects which will benefit more than one unit _____"

With the passage of time, the council has gained experience and is entering into newer areas of economic development in a bid to bring about rapid and accelerated development in the region. Mention may be made of the decisions of the council in taking up watershed management schemes, with associated programmes for soil conservation, improvement and development of rich forest resources of the region including Agro-forestry and social forestry. These programmes aim at maintenance of ecological balance, while making optimal use of land. Similarly in regard to development of industry and energy in the region, the efforts of North Eastern Council in setting up mini industrial plants, construction of roads of economic importance and tapping of non-conventional and renewable resources of energy represent a bold response to the continually changing and dynamically developing situation as the process of development has been unfolding itself and making its impact felt.

North Eastern councils achievement have no doubt been impressive, but the task that still lies ahead continues to be difficult and challenging. Despite all the progress that has been made over the last fourteen years, the North Eastern region continues to be one of the lesser developed areas in the country. Though a small dent has been made in removing infra - structural deficiencies, the region has still to go a long way before the inadequacies of road and rail net - work can be said to have been made in the development of vast water, power, forest and mineral resources of the region. Besides making continuous and sustained efforts in these areas in the years to come, the council will have to address itself to newer, areas, adapting its programmes to the fast changing development scenario in the region, such as human resource development and introduction of new and appropriate technologies, so that the economic development of the region is accelerated. As the development of the region proceeds it will be necessary to ensure that the people participate in the development and share its benefits in full measures. The North Eastern region is a miniature India. Due to geographical isolation of the region, the policies of the British during the Pre-independence period and the natural calamities, economic development of the area remained neglected.

It is only after independence that systematic efforts have been made to develop the region. More than 80% of its population depends upon agriculture. The land has very low productivity. Food grains and even common items of consumption like pulses, oil seeds, potatoes, onions etc. are to be imported from other parts of the country. This is accompanied by rapid increase in population, resulting in large scale unemployment and poverty, as opportunities outside agriculture remains almost undeveloped. Agriculture, power, Manpower development, Mineral Exploration Animal husbandary, rail and road communications have all to be taken up in a very large scale.

With the growing tide of development of this region, the growing menace of population has to be curbed and controlled, otherwise, it will prove to be the biggest frustrating factor in the development efforts of the government. It is only when people are not convinced about certain things and actions, they resist. The bane of increasing population should be brought home to these people. Dissemination of literacy through adult education programmes and spread of message for the necessity of population control will help in this direction.

The Principal aim of the new National programme of Adult Education is to provide Education including literacy to the population in the age group of 15 - 35, which numbers about 100 million. There will be more emphasis on skill development, and creation of awareness among the learners of the National goals, of development programmes and for liberation from oppression. It would be a phased time bound programme covering approximately 40 million by 1990 and another 60 million by 1995. A true and sincere implementation of such an educational programme in the hill region will create greater awareness among these people, enlighten them about their potentialities and bring them into national mainstream. The public administrator has to eliminate the suspicion and distrust of the people of plains by the tribal people in the hill regions to bring about greater integration between the two. The diversity of race, and cultures and different levels of social, educational and political developments in different areas of the region has prevented the tribal people from coming upto the level of the people in the plains. Besides lack of communication in these areas due to inaccessibility on account of their geographical isolation has made it difficult for the various tribes to come in close contact with rest of India. The public administrator has to win the confidence and trust of these people and make them realise that they are also indispensable assets to the country. He has to study and understand their

language, cultures, customs, traditions, social practices and establish harmony with them. The objective should be not only to inform the people of the governmental activities but also to let the government know about the public reactions to their activities. Many a well - planned and well - meant policy has foundered on the rocks of public opposition, not because it was ill - advised but because it was ill - received. Human behaviour and environment are as important for the success of an activity as its intrinsic soundness. Hence research into human behaviour and environmental factors are very essential for the successful completion of an administrative programme. Public opinion " Polls" as carried out in the United States of America are no substitute for research. There is need for regular research centres and institutes attached to the social service operation agencies, which should be manned by expert sociologists and psychologists. Such agencies are a normal need of all the social service departments.

With the cessation of hostilities in Mizoram, through an agreement between the government and the Mizo National Front, Peace has returned to this cauldron of turbulence and insurgency. This coupled with governmental efforts to accelerate the economic development of this region has given fresh hopes and enthusiasm to people of the hill region. Their hopes and aspirations are to be kept alive and transformed into perceptible realities and in this process, the function of the public administrator shall play a vital role.

Shyamal Kumar Mukerjee, Lecturer, Law Department,
C.M.F. Degree College, Allahabad University.

HILL AREA DEVELOPMENT PLANNING ADMINISTRATIVE CONSTRAINTS AND CONSEQUENCES

INTRODUCTION

There is a regional heterogeneity in relation to the geographical conditions of areas in Indian economy. Some areas are drought prone areas, some areas are desert areas, some areas are hilly areas and so on. Each area has its own attributes. While describing hill areas the Seventh Five Year Plan, 1985-90 States, the hill areas of the country, particularly the Himalayan and the Western Ghats regions which constitute about 21 per cent of the total areas and contain 9 per cent of the total population of the Country, support the basic life-giving natural resources but have fragile and sensitive eco-systems. The hill areas broadly fall in two categories : (i) those that are coextensive with boundaries of State or Union Territories i.e. the hill State and UTs and (ii) those which form part or part of a State and which are designated hill areas. The areas falling in the first category are self-contained politico-administrative units and have their own five year plans to take care of their development needs. These are the States and UTs of the north-eastern region, Jammu and Kashmir, Sikkim and Himachal Pradesh. They are treated as special category States. In the second category, the hill areas so far identified from parts of : (a) the larger States of Assam, Uttar Pradesh, West Bengal and Tamil Nadu and (b) Western Ghats areas, covering 163 talukas in the States of Maharashtra, Karnataka, Kerala and Tamil Nadu and the Union Territory of Goa (P. 338).

ECONOMIC STRUCTURE

In order to demonstrate the economic structure of hill areas, some relevant indicators have been shown in Table 2. As we have limited data on such indicators for hill areas vis-a-vis India, hence, as a proxy, we have taken the data for hill districts of Uttar Pradesh vis-a-vis Uttar Pradesh as a whole and have tried to show how backward the hill areas are in relation to the State as a whole. The table shows relevant figures on demography, workers, literacy, land use, mechanisation, value of agricultural produce and manufacturing produce and infrastructure.

TABLE -1
AREA, POPULATION AND DISTRICT/TALUKAS
Constituting HADF

	Area (.000sq.km.)	Population (lakhs,1981)	Cover age
<u>Himalayas/ Sub-Himala- yas</u>			
Assam hill areas	15.2	6.3	2 districts (Karbi,Anglong and North cachar)
U.P. Hill areas	51.1	48.4	8 districts (Pauri Garhwal,Tehri Garhwal, Chamoli, Uttarkashi, Almora, Pithoragarh and Nainital
West Bengal	2.4	5.1	3 sub divisions of Darjeeling district
Total :	68.7	59.8	

	Area (.000Sq.Km.)	Population (Lakhs 1981)	Coverage
(b) <u>Western Ghats</u>			<u>Talukas</u>
Maharashtra	58.4	101.2	62
Karnataka	44.3	66.7	40
Tamil Nadu	28.0	95.4	29
Kerala	28.0	123.8	29
Goa	1.8	1.3	3
Total :	160.5	388.4	163

Source : Seventh Five Year Plan, 1985-90.

TABLE - 2
BASIC INDICATORS OF HILL REGION/STATE

Indicators	Hill Zone	U.P.
1	2	3
a. <u>Demography 1981</u>		
Density of population (per sq. km.)	95	377
Percentage of Urban Popu- lation to Total Population	10.69	17.95
Sex Ratio	959	885
b. <u>Percentage of main workers 1981</u>		
(i) Cultivators and Agricultural Labourers	69.32	74.55
(ii) Household Industries etc.	1.49	3.69
(iii) Other Workers	29.19	21.76

1	2	3
c. <u>Literacy 1981</u>		
(i) Total	39.29	27.16
(ii) Male	53.85	38.76
(iii) Female	24.11	14.04
d. <u>Land Use, 1981-82</u>		
(i) Area Under Forest	64.81	17.25
(ii) Net Area Sown to Cultivable Area	65.12	85.40
(iii) Cropping Intensity	163.48	143.29
(iv) Area Under Commercial Crops to Net Area Sown	6.22	11.99
e. <u>Mechanisation, 1981-82</u>		
(i) Per Tractor Gross Cropped Area (ha.)	1708.13	391.82
(ii) Per Hectare Consumption of Fertiliser (kg)	48.64	57.62
(iii) Percentage of gross Irrigated Area to Gross Cropped Area	28.13	46.93
f. Gross Value of Agricultural Produce Per Hectare in in Rs. (1980-81)	5391.59	4619.28
g. Percentage of Manufacturing Sector to Total Net Output (at Current Prices 1980-81)	10.20	18.52
(i) <u>Power</u>		
Percentage of Electrified Villages to Total Inhabited Villages (May 1984)	41.30	52.00
(ii) Percentage of Consumption of Electricity in Agriculture to Total Consumption (1980-81)	5.87	30.24

Source : Districtwise Indicators of Development, Area Planning Division, State Planning Institute, Uttar Pradesh, September-1984.

Broadly, the conclusions which clearly come out of the table are that the hill zone shows a sign of backwardness in most of the fronts. The density of population in comparison to the state as a whole is about 75% less. The level of urbanisation is quite low. The percentage of urban population to total population is much less in hill areas as compared to the State as a whole. Sex ratio, however, shows some happy trend. The number of women per thousand of men is around 10 per cent higher in hill areas.

As regards work force, cultivators and workers engaged in household and allied industries area much less than the average of the State. The higher percentage of workers engaged in other operations, however, compensates this shortage in this region. It is worth nothing that the level of literacy for both the male and female is higher in hill areas.

If we look at the use pattern of land then we observe that geographically the area has advantage of having higher proportion of flora. But the proportion of net area sown is slightly less and the production of commercial crops is also less. The astonishing point is that the cropping intensity is much higher in hill areas as compared to the State as a whole. It is generally belived that cropping intensity is increased through mechanisation. But having lower level of mechanisation in hill areas, than the State, there is higher cropping intensity. It means even mechanisation hardly influenced cropping intensity in other regions of the State or higher mechanisation may increase cropping intensity in hill areas. Further, although the level of mechanisation is less but the per hectare gross value of agricultural produce is about 18 percent higher in hill areas than the State. However, the percentage of manufacturing sector to total net output is 40 per cent less in hill areas.

As regards power supply and its consumption we find that the percentage of electrified villages and also percentage of supply of electricity in the agricultural sector is also much less than the average of the state.

Moreover, the Seventh Plan document also reveals that there is lack of infrastructure in the hill regions.

NEED OF THE HILL PEOPLE

From the above discussion of the economic structure and availability of facilities in the hill region in relation to the overall economic structure of Uttar Pradesh as a proxy of India it can be derived that for the development of hill areas, efforts may be made in the following three directions:

It is a well-known established economic relation that there is a direct positive association between the density of population of an area and development of that area. As development takes place in an area, density of population tends to increase. The development can take place if the level of mechanisation of agricultural and allied sectors increases. We have seen that the level of mechanisation in hill areas as compared to the State of U.P. as whole is quite less. If we assume that mechanisation can increase cropping intensity and hence net absorption of labour will also go up (which is an established relationship) then there is enough probability of agricultural growth and generation of employment in these areas. In the secondary sector as well as find the scope of growth. The household industry is in a very backward state. Through increase in investment on flora based small scale industry and agro-based industry, we can develop the secondary sector of hill

areas. This will have again its spin-off effects on reduction of other economic problems. The Seventh Five Year Plan observes that the level of infrastructure such as road, transport and communication service is of poor quality in hill areas. Given the fact that without increasing infrastructural facilities growth becomes a distant dream, hence, massive investment should be made on such items. This can generate revenue to the government through increase in tourist centres also.

ADMINISTRATIVE DRAWBACKS IN DEVELOPMENT

For the development of hill areas a specific programme was launched in 1974-75 which was termed as Hill Area Development Programme (HADF). This specific programme is in operation in the second category of hill areas as mentioned above (see Table -1). Apart from the normal flow of funds from the State Plans, in consideration of the regional imbalance and other special factors, Special Central Assistance (SCA) is being provided for the HADF. The pattern of assistance comprises 90 per cent grant and 10 per cent loan. In so far as category (a) of the designated hill areas is concerned the available SCA is allocated among the constituent States, giving equal weightage to area and population. In the case of areas in category (b) excluding the Nilgiris districts (which is covered by the former category) the weightage for area is 75 per cent and for population 25 per cent (Seventh Five Year Plan, F. 338).

From the administrative side, development of hill areas like other developmental activity is one of the numerous responsibilities of the District Magistrates. They are so pre-occupied with other works including law, and order that it is difficult for them to ponder over the developmental activities meticulously. The District Magistrate is assisted

by District Development Officer/Additional District Magistrate, the latter authorities hardly assist to a desired extent. Besides, the latter authorities, being lower in hierarchy than the District Magistrate, they cannot work independently. They also cannot utilise the personnel of other department to coordinate the programme (Tripathi - 1986).

The block level personnel (includes one each of Block Development Officer assisted by extension officers of Agriculture, Fisheries and Horticulture which varies from block to block. However, though these provisions for personnel were made it is apparent from visit to some of the blocks.

(Ray and Venkatsubbiah, 1982) that :

- (a) in spite of operational period having been completed in some cases, the staff as required for the block according to the plan has not been posted as per the provisions made.
- (b) except in one block, coordination committees were never formed and even in that one block functioned indifferently.

Thus the question of reviewing quarterly progress reports never arise.

- (c) progress reports are not sent to the authorities concerned. Progress report was not considered a very serious exercise at any level.
- (d) frequent transfers show, in an acute form, the low priority given to the programme in the administrative system. An important part of explanation for such a grave situation is due to centralised model of organisation adopted for development and administration.

- (e) utilisation of allocated amount was quite less than desired. The higher proportion of utilisation was during the quarter January to March of a year. This hectic utilisation leads to wrong selection of beneficiaries as well.

These phenomenon can fully or partially explain the failure of HADP. The programme was titled in favour of beneficiary - oriented schemes during the Fifth Plan Period. In the Sixth Five Year Plan, economic development was emphasised, but the general tenour of the plans did not differ significantly from the normal State Plans. In other words, they have been characterised by the sectoral approach without adequate reference to eco-restoration, eco-preservation and eco - development.

Due to all these administrative drawbacks, the Hill Area Development Programme has become nothing other than a mirage. Objectives are well defined but implementation becomes a problem. As a consequence, there is hardly any hope of development in the present administrative structure. Now the issue is how to make the Hill Area Development Programme more effective ? To do this some urgent changes in present administrative set-up is needed.

URGENT CHANGES REQUIRED

Commensurate with the above discussion it can be now said that given the geographical and hence forth economic structure of hill areas backwardness but enough potentiality to develop in most of the fronts, it may be said that several endeavours should be made for development. From the administrative aspects, with which we are concerned, we argue for changes in the present administrative structure. It would not be unwise to argue for a Hill Development Council in

parity with the set-up of North-Eastern Council. The latter body was created by an Act of Parliament in 1971 for an integrated development of the north-east comprising the five states of Assam, Manipur, Meghalaya, Nagaland and Tripura and two Union Territories of Arunachal Pradesh (Coming in State's Category-shortly) and Mizoram. This body has an outlay of Rs. 675 and Rs. 385 crores in the Sixth Plan for development. It is an advisory body and its schemes aim mainly at development of infrastructural facilities in the region like power, transport and manpower.

If this type of council is established with its several bottom level branches which can primarily concentrate on such issues which are highly necessary for the development of hill areas, then it may be hoped that hill areas can develop. Needless to say that a decentralised level of planning gets importance for development. The administrative hierarchy may be prepared in accordance with the parity of North-East Council. The Central Office should advise on different aspects of solutions of the problems of hill people. The lower level authorities should act in the light of the suggestions given by the advisory council with full devotion.

In some states including Uttar Pradesh, it would not be wrong to argue for a separate ministry for hill area development. The Hill Development Council may be guided and fund may be allocated through this ministry.

REFERENCE

1. Giriappas. Technology Adoption and Hill Area Development: A Case Study of the Nilgiris District, 38th Annual Conference of the Indian Society of Agricultural Economics. Jorhat(Assam), January 18-20, 1979.
2. Planning Commission, Government of India, The Seventh Five - Year Plan, 1985-20, Vol. II.
3. Prasad Kamta, Planning for Poverty Alleviation, Agricode, New Delhi, 1985.
4. Ray, Amar and Venkatsubbiah, Vanita, 'Administrative Constraints on Rural Development : A Field View of Applied Nutrition Programme' EPW(A), June 1982.
5. Shah, S.L. 'Farming System in Hill Areas, 'Indian Journal of Agricultural Economics, October - December 1978, Vol. XXXIII, No. 4
6. Singh, Ajit Kumar : Economic Development of the Hill Region of Uttar Pradesh in a Relative Perspective in T.S. Papola et. al.(eds.) Development of Hill Areas, Himalaya 1983.
7. State Planning Institute, U.F. Districtwise Indicators of Development, September 1984.
8. Tripathi, N.P. 'Administrative Imperatives for Development,' in T.S. Papola et. al. (eds.) Development of Hill Areas, Himalaya, 1983.
9. Verma, Neelmani F., 'District Level Planning for Integrated Rural Development: The Case of ESCAP Region, 'Paper Presented at a Seminar at Indian Institute of Public Administration (U.F.Chapter), Lucknow, March 22, 1986.

Y

Neelmani P. Verma, Lecturer,
Deptt. of Economics and Rural Development,
Avadh University, Faizabad.

SPECIAL ASPECTS OF ADMINISTRATION IN HILL AREAS

The State of Uttar Pradesh is representative of the basic characteristic of unity in diversity of the Indian Union. It has high mountains, the Doab, the terai, arid lands and deep ravines. It has rich as well as economically depressed regions. Many languages and dialects are spoken. It has been the cradle of a composite culture and multi-faceted civilisation.

The hill region of the State comprising the districts of Nainital, Almora, Pithoragarh, Dehradun, Pauri Garhwal, Tehri Garhwal, Chamoli and Uttarkashi has certain distinct features but the economy of the region is complementary to the economy of the rest of the State. With 17.4 per cent of the State's area and 4.3 per cent of States population, the region has a population density of 95 persons per sq. km. The main characteristics of the region can be summed up as below :

- (i) undulating topography with a rugged terrain,
- (ii) varied climates, temperature, gradients and soils,
- (iii) comparative sparse population,
- (iv) limited cultivated land; only 13.6 per cent of the total reporting area is cultivated.
- (v) very small and marginal holdings (87.1 per cent are below two hectare),
- (vi) severe soil erosion, poor agriculture and unscientific land use,

- (vii) inadequate infra-structure facilities like irrigation, transport, communication, electricity, banking, warehousing, marketing etc.
- (viii) lack of industrialisation,
- (ix) ecological/environmental degradation.

From the point of view of administrative structure, there are certain special characteristics of the hill districts to suit local requirement though generally the administrative organization conforms to the State pattern. These are :

- (a) The revenue officials exercise police powers also in the rural areas,
- (b) The land records and collection of government dues work are combined in the same functionary i.e the patwari,
- (c) There are wide variations in the population and area of the lower revenue and development administrative units viz., the tehsils and development blocks. Dehradun and Nainital districts have non-hill areas also. In the remaining six districts, the tehsils and development blocks cover areas/populations (1981) as below :

TABLE No. 1

Name of the District	Per Tahsil		Per Block	
	Popula- tion (000)	Area (Sq.Km.)	Popula- tion (000)	Area (Sq. Km.)
1.	2.	3.	4.	5.
1. Almora	252.3	1795	54.0	385
2. Pithoragarh	97.8	1771	40.7	738
3. Tehri Garhwal	166.0	1474	49.8	442
4. Uttar Kashi	47.8	2004	31.8	1336
5. Chamoli	91.0	2281	33.1	830
6. Pauri Garhwal	212.5	1813	42.2	363

- (d) For effective co-ordination, implementation, supervision and monitoring and development programmes, some changes in organisational structure have also been brought about. Additional heads of important departments have been made nodal officers responsible exclusively for development programmes of hill areas,
- (e) Separate sub-cadres up to Class II level in certain departments have been created to solve the problem of personnel requirements,
- (f) There is a Hill Development Board with the Chief Minister as Chairman and Chief Secretary as the Chief Executive Officer to advise the State Government about speedy development of

- (g) At the time of formation of the three border districts, a single line administration with Collector as the single authority for administration of all programmes was evolved which is no longer in operation,
- (h) District Plan Sector for the hill districts comprises more than 50 per cent of the total hill plan outlays(excluding roads),
- (i) There are two Divisional Corporations for promotion and development of industries in the region. For the economic development of the scheduled tribes, two separate corporations, namely, Kumaon Mandal Janjati Vikas Nigam and Garhwal Mandal Janjati-Vikas Nigam have been set-up;
- (j) Basically the hill people deal with each other through mutual trust and the incidence of litigation and crime is very low.

The Commission has restricted its study of the administrative set-up in hill districts of Uttar Pradesh to broader aspects of:

- (i) Development administration,
- (ii) Criminal administration,
- (iii) Revenue administration, and
- (iv) General administration.

The development block is the basic unit of development administration in hills as in the plains. A development block in Uttarkashi district covers on an average an area of 1336 sq. km., in Chamoli 830 sq. km. and in Pithoragarh 738 sq. km. even though the population ranges between about 32,000 in Uttarkashi to 54000 in Almora. The other dimension is the number of villages in each district. Uttarkashi has 669 abād villages whereas Almora has 3019 and Pauri Garhwal 3237. The districtwise population, area, number of tehsils, blocks and villages are given in Annexure-I to this Chapter. In Almora and Pauri Garhwal, a development block covers more than 200 populated villages. In Tehri Garhwal, the number of villages per block is 195, and in Pithoragarh 181. In other districts also the number of villages per block is over 100.

The average population of a village is about 220 (or 44 families only). In the context of the nature of hill terrain, this is but natural

There are three aspects which should be considered while fixing the size of a block:

- (1) Area to be covered,
- (2) Population to be served,
- (3) Villages to be approached.

The effectiveness of a development worker is directly proportional to his accessibility to the intended beneficiaries. This imperative is all the greater in the case of hill areas where the individuals living in far off villages can not approach a tehsil or block office conveniently for lack of transport and communication facilities.

The delivery point is the village. It is impossible even in plain areas for a block level worker to oversee, guide and implement programmes in 150 to 200 villages. This is an impracticably large span of control. We have recommended the establishment of Vikas Kendras for a group of villages in Volume II of the Report. In the case of hill districts, establishment of Vikas Kendras is all the more important.

Yet another special aspect of development in the hill areas is the nature of development activities. The pattern of land use and other development activities in hills indicate that :

1. (a) The actual area sown as percentage of total reporting area is very small. Similarly the net irrigated area (except for Nainital and Dehradun plain areas) is very low. The net area sown as percentage of the total reporting area ranges from 3.46 per cent in Uttarkashi to 14.67 per cent in Almora. The net irrigated area as a percentage of net sown area ranges between 6.10 per cent for Chamoli to 17.18 per cent for Uttarkashi.
- (b) The forests account for 64.81 per cent of the reporting area. Uttarkashi has 89.04 per cent of the reporting area under forests. This does not reflect forest cover which is far less.
- (c) As against the net sown area of 7.18 lakh hectares, 1.82 lakh hectares of land is under horticulture i.e. 1.47 lakh hectare under orchards and 0.35 lakh hectare under

2. The size of land holdings is extremely small except for Pauri Garhwal. Per capita net area sown in the rural areas is only 0.13 ha. for Chamoli, 0.15 ha. for Almora and Dehra Dun and 0.16 ha. for Pithoragarh, Tehri Garhwal and Uttarkashi.

3. The area under commercial crops is nominal. In some districts like Almora, Pithoragarh and Pauri Garhwal less than one per cent of the total sown area is under commercial crops.

4. The number of persons engaged in registered industrial establishments is negligible except for Naini Tal and Dehra Dun.

5. Per capita consumption of electricity is extremely low except for Naini Tal and Dehra-dun. (It ranges between 10 to 30 KWH as against 80 KWH for the State as a whole (1980-81))

6. Districts of Pithoragarh, Chamoli, Uttarkashi have only 14.8, 12.7 and 10.4 km. of pucca road per 100 sq. km. as against the State's average of 22.5 km. and hill area average of 25.5 km. In terms of availability of roads per unit of population, hill areas seemingly appear to be in a very comfortable position but it is not very relevant to the actual requirements of transport and communication in the light of the geographical and topographical constraints.

7. Availability of social services like schools, colleges, drinking water supply, bank branches, dispensaries is comparatively better in hills in the context of population but when viewed in the context of distances to be covered by an individual needing a particular service, the situation is not satisfactory by any means.

Important statistics relating to hill areas are given in Annexures I to 4 of this Chapter.

In sum, the mainstay of the population is agriculture. U.P. Hills are rich in natural resources but a comprehensive state industrial policy for the region is yet to be worked out. The temperate climate and a relatively pollution free atmosphere is an asset for precision and electronic industries. There is tremendous potential for hydro-electric generation but a net work of micro- hydro-electric projects has not yet been taken up. The factors inhibiting development are (i) inadequate basic infra-structure of all weather roads, irrigation, power, marketing and credit (ii) lack of industrialisation and institutional support (iii) dearth of basic facilities like drinking water, technical education, public health, (iv) long gestation period of projects and (v) relatively higher unit costs of development. For development of agriculture and allied sectors(excluding forests), the administrative set up is circumscribed by large area, large number of villages, small cultivated land per worker and the necessity of taking extension, inputs and infra-structure as near the intended beneficiary as possible. In hill areas, the simultaneous convergence of facilities on the given area/beneficiary is much more crucial.

The development administration has to be much more cohesive in 'hills'. At present different departments have expanded their own small thinly spread hierarchies up to the field level.

Task Force on 'Study of Economic Development in the Himalayan Region' under the Chairmanship of Dr. M.S. Swaminathan and Sivaraman Committee report on 'Development of Backward Areas' made important recommendations regarding the strategy of development for Hill areas. The strategy centres round eco-development visualising protective, regenerative and productive measures on watershed/micro

strategy in hills has to be the creation of a balance between economic development and environmental conservation. This is possible only if a composite plan for each micro-watershed area is prepared as an integral part of an overall integrated plan for the watershed as a whole. Separate plans in water-tight sectional compartments have no utility in hills and can actually do more harm than good.

To achieve the above objectives, the following structure is recommended :

(i) Water-shed/sub-water-shed/micro-water-shed should be the areal units of planning with appropriate authorities to plan, implement, analyse and monitor an integrated development programme within each areal unit. Block plan should be the composite plan of sub-water-shed and micro water-sheds within its area. Where water-shed spill-overs into more than one block, a mechanism for inter-block co-ordination would be necessary. In some cases, the sub-water-sheds will cut across the block boundaries and inter-block planning and implementation of activities should, therefore, be ensured.

(ii) All activities relating to agriculture and allied sectors including rural development, rural roads, rural industries, horticulture, animal husbandry, fisheries and poultry (excluding research, training and inter-district projects) should be the responsibility of the Block/Kshetra Samitis at the block level and Zila Parishads at the district level.

(iii) The B.D.O. under the Kshetra Samiti and the Chief Development Officer under the Zila Parishad should have full administrative control over the staff connected with activities indicated in (i) above at the block and district levels respectively.

(iv) The funds for these programmes should be provided to Kshetra Samitis and Zila Parishads.

(v) The village level workers of panchayat, rural development, and agriculture extension, may be merged as 'multi-purpose workers' to look after smaller circles in respect of all programmes connected with agriculture and allied sectors. This will enable each worker to approach individual families more easily.

(vi) A development block should cater to 30,000 to 35,000 rural population in the hill portions of Kumaon and Garhwal revenue divisions. This will mean planning and implementing development programmes for 5,000 to 6,000 families in a block.

(vii) Each block should have 20 multi-purpose workers i.e. one multi-purpose worker for each 250 to 300 families only. A bigger unit cannot be handled by one worker in the hill areas.

(viii) The multi-purpose worker should have his headquarter in a central village of his area which may ultimately develop as growth centre. (Vikas Kendra) for the group of villages but initially has some infra-structure like school, rural godown, co-operative society, fair price shop, bank branch, post-office and marketing facility. Obviously all these facilities will take some time to be available at the same point but these Vikas Kendras should be gradually developed to function as catalytic points of development of the adjoining area.

(ix) Each Vikas Kendra should have a joint committee of the pradhans of the gaon sabhas in the area to consider subjects of mutual interest. There should be a small building complex to house village level functionaries of various departments at Vikas Kendra.

(x) Sub-divisional officers in hill areas are already involved in development work. It is not possible for Chief Development Officer and other district level officers in hills to provide detailed spot guidance and official support to block level functionaries from the district, S.D.O. resides at tehsil headquarter. He does not have much revenue and criminal case work in the hills. He should be the general supervisory and co-ordinating officer of all development blocks in his sub-division without, in any way, interfering in the normal functioning of the Kshetra Samiti or the block team.

(xi) The necessity of activating and strengthening panchayatiraj bodies is all the more urgent in the hill area. Elected gaon sabhas and Kshetra Samitis are already working but they have neither the fund, nor the staff nor do they exercise powers and functions as per provisions of law. Elections to Zila Parishads should be finalised very early. We have made general recommendations in this matter in our Chapter on 'Local Bodies'.

(xii) We have discussed sectoral programmes in relevant chapters but two specific items require emphasis:

- (a) A number of departments like Education, Agriculture, Medical and Public Health, Public Works, Irrigation, Horticulture, Animal Husbandry, Jal Nigam, etc. have appointed nodal officers for hills of the level of Additional Heads of Departments but some of these officers have their headquarters outside the hills areas and some have other functions also. This is not conducive to efficient functioning of the concerned departmental organisation meant specifically to look after hill areas. Such aberrations should be corrected and an officer once posted to these nodal posts should

be headquartered in the hill region itself and should complete a minimum tenure of three years of posting in the hill area.

- (b) A number of departments have provided for separate hill cadres including Education and Medical and Public Health. Separate cadres even in these two departments have yet to be managed efficiently. All development department should have separate hill cadres up to Class II level. Officials for these posts should be recruited specifically for hill areas and should in no case be posted out-side the hill areas till they are promoted as Class I officers.

(xiii) In the context of transport and communication difficulties, it is not possible even for model officers to provide spot guidance and support to their departmental officers. They can lay down broad guidelines and policy frame and supervise implementation periodically but spot guidance and support has to be provided by Zila Parishad Adhyaksha/Chief Development Officer in respect of programmes, transferred to Panchayatiraj bodies and by the District Officer in respect of other programmes. The co-ordinating and supervisory role of District Officer should, therefore, be clearly recognised and precisely spelt out.

CRIMINAL ADMINISTRATION

The incidence of crimes in hills is low. People are God fearing and live peacefully. Except in areas along the major roads and urban areas, revenue police has the responsibility of maintenance of law and order. The patwari has the powers/functions normally exercised by a sub-inspector of police in the plains. The naib-tahsildar has powers of a Deputy Superintendent of Police.

The Commission studied the position in the field and had discussions with (i) police officers and administrators posted in the hill districts (ii) public re-presentatives including a minister of the State Government elected from hill area and (iii) common citizens of the area. The dominant view including that of police officers is that the ~~present~~ system should continue. People have faith in revenue police and the crime position does not warrant a switch over to civil police system for rural areas. However it has been pointed out to the Commission that :

- (1) the patwari is not properly educated about the various laws he is expected to enforce,
- (2) he is not adequately trained for police work,
- (3) he does not have necessary law books, forms and stationery required for his job,
- (4) he and his peon do not have a proper uniform and aids like hand-cuffs. Police chowkis are not available, nor lock-ups.
- (5) there is no provision of diet money to feed a prisoner after arrest,
- (6) there is lack of co-ordination between the civil police and revenue police. The revenue police does not send the required statements/figures regularly to the district police chief to enable him to co-ordinate anti-crime measures,
- (7) the naib-tehsildar is given no police training and no staff and other assistance to discharge his responsibilities properly and effectively.

This Commission is of the view that the system of revenue police in the interior areas has stood the test of time. Overwhelming majority of people from all walks of life want to retain it even though gradually more and more areas will come under civil police depending on the rate of urbanisation and opening of interior areas to arterial roads. Modernisation, industrialisation and urbanisation including setting up big project organisations and industrial units will ultimately disturb the present socio-economic structure of the society. Outside influence will accelerate this process. Taking an overall view we recommend that:

- (a) For the present, revenue police system should continue for the rural areas of hill region in Uttar Pradesh.
- (b) The Revenue officials entrusted with law and order work should be given foundation and intensive in-service training about criminal laws and procedures. For this purpose a special wing be added in Moradabad Police Training College!
- (c) The patwari should be located at the Vikas Kendra of his area. He and his peon should have proper uniform and other aids. A proper police chowki at patwari headquarter along with provision for diet money for the accused kept at the chowki and during this transport to jail should be provided. Kanungo should have similar facilities.
- (d) There should be adequate provision of forms, stationery and diet money.

- (e) The District Magistrate should ensure proper liaison between the revenue police and civil police of the district.

REVENUE ADMINISTRATION

It has been indicated earlier in this Chapter that the patwari in hill districts is also responsible for collection of government dues. Partial is done only in one village falling in the circle of a patwari in a particular year. One of the important functions of the revenue set-up in hill areas is the management of 'Forest Panchayats'. There is not much of revenue case work with S.D.Os/Tehsildars or naib-Tehsildars. During studies by the Commission in hill districts, the following main difficulties were pointed out:

- (1) The functioning of 'Forest Panchayats' is unsatisfactory,
- (2) The land record entries of gaon sanjayat lands are generally incorrect,
- (3) The culturable waste and banjar land vests in government and is managed by the Collector. In the absence of Land Management Committees there is a vacuum in the administration of such lands.
- (4) Recovery of government dues is unsatisfactory.
- (5) Non-availability, inadequate availability or late availability of forms, statements and stationery.

- (6) Shortage of staff in newly created districts/tehsils.
- (7) Mobility of tehsil staff is restricted.

FORESTS PANCHAYATS

Panchayat forests cover an area of 2368 sq. km. in U.P. Hills. Forest panchayats were first organised in 1931. New Forest Panchayat Rules were enacted in 1976. A settlement village is the jurisdiction of a forest panchayat. The panch mandal comprises five to nine members. These panchayats function under S.D.Os./Collectors/Divisional Commissioners. Development of forests and prevention of illegal felling of trees are the main functions of these bodies which can utilise the income from these forests for plantation and other developmental activities in their areas. The responsibility of immediate supervision, guidance and control on all forest panchayats within a tehsil is that of 'Van Panchayat Nirakshak', who is appointed by the Divisional Commissioner and is paid his salary from Commissioner's office but works under the concerned S.D.O. At the State headquarter, Director Panchayatiraj is the budget controlling authority. At the Secretariat level, the administration rests in the Revenue Department. However, the Forest Panchayat Rules are formulated by the Forest Department.

Many forest panchayats have no funds to take up afforestation or other development work. The number of forest panchayats in an inspector's circle is too large to be handled by him. The inspector is an official of the Revenue Department and is generally ignorant of forest management techniques. The miscreants in the community to damage the plants and the community does not get full benefits from forest panchayats.

There is the related problem of management of civil and soyam forests which are normally under the Collector but are managed by the Forest Department. The management has been transferred to the Forest Department till these forests are rejuvenated. Their condition is as bad as of forests under forest panchayats. These forests cover an area of 8013.63 sq. km. in hills.

GAON SANJAYAT LAND

Gaon sanjayat land was a part of the land reserved for cultivation by village carpenters, blacksmiths, potters and other persons who provided essential services to the land holders in the village. From our study in Uttarkashi district it appears that the land has continued to be recorded in the name of original land holders even though there is no dispute about the fact that the land is under the cultivation of workers who provided community service or their successors. The old khata-holders and their successors are shown in possession of land as per their shares in the land revenue paid by the original land holders. After Kumaon Zamindari Abolition Act, a survey was done in 1366 fasli with the stipulation that if a person was in actual possession of a particular plot, his name may be recorded on that plot. However, the partial was not effective and most of the original entries continued in the name of the original land holders. Under the present law the corrections can now be made only through regular mutation proceedings. Government issued various orders in the past about regularisation of this land. The first order related to allotting gaon sanjayat land to marginal farmers. The second order related to allocation of this land to landless persons to the extent of land under their plough. However, most of the persons cultivating such lands did not apply for mutation as they were not paying any land revenue and because of their reluctance to go to the court. In the meanwhile many such lands have changed hands but names of the original owners continue in the revenue records. Collector Uttarkashi, Sri

K.C. Malhotra, a very experienced and knowledgeable revenue officer told the Commission that inspite of very sincere efforts he could not get more than 40 per cent of entries corrected. The subordinate revenue officials suggested an amendment of the Act to provide for mutation on the spot without lengthy court proceedings in favour of person/persons actually cultivating the land.

CULTURABLE WASTE AND BANJAR LAND

In the plain areas of the State such land vests in gaon sabha but in the hills these lands are managed by the Government (Collector). In the absence of community control over the land, there is no proper management or protection of such land. Field officers feel that this land should vest in gaon sabhas so that they could develop it and use it for community purposes.

RECOVERY OF DUES

The traditional demand of government dues like land revenue, taqavi and irrigation in the hill areas is low. The Commission was informed that recovery of traditional dues did not present much difficulty although khata-wise recovery was not being ensured. The bulk of the dues relate to sales-tax, commercial banks, co-operatives, etc. In Dunda tehsil of Uttarkashi, the total demand for 1392 fasli was about Rs. 8 lakhs only out of which land revenue accounted for Rs. 37600, taqavi for Rs. 46000 and irrigation dues for Rs. 10700 only. The field officers told the Commission that 'as land revenue is suspended almost every year on one pretext or the other and coercive processes are banned or dis-couraged, a feeling of indifference has grown about khatawise recovery'. It was pointed out to the Commission that in many cases addresses of sales tax baqaidars were fictitious. Many defaulters of

which were given without proper scrutiny. The field staff also complained of shortage of staff specially the number of patwaris.

AVAILABILITY OF FORMS AND STATIONERY

The field officials/officers told the Commission that printed forms, returns and stationery were not available in time and the supplies were short. This problem appears to be more acute in hills where transport and communication facilities are meagre. The problem is essentially the same throughout the State, only a little more acute in the Hill.

STAFF SHORTAGE

There has been some major reorganisation of districts and tehsils in hills. It appears that when new administrative units are created, the provision for staff component is inadequate. The Collectors, A.D.Ms and S.D.Os, agree with this assessment. During the planning era, the emphasis has been on plan schemes/programmes. The staff for regular functions is normally sanctioned under non-plan budget which faces cuts periodically.

Considering all aspects of revenue administration in hill areas, we recommend:

- (1) Patwaris should continue to do collection work in hills. In the special circumstances of this area, this is a very satisfactory arrangement. The monthly recovery target to be achieved by a patwari is certainly manageable.

- (2) (a) Revenue laws may be amended to provide for spot correction of entries (alienation) relating to sanjayat lands in hills. This is a one-time operation and a few extra revenue officers can be posted in such hill districts for a limited period where the problem can not be managed by the regular S.D.Os. This should get highest priority as a measure of land reforms in the hills.
- (b) Culturable waste land banjar land in each village has to be utilised for programmes like afforestation, controlled pastures and such other uses as part of an integrated micro-watershed planning. It should remain under the administrative control of the Collector.
- (3) (a) The inspectors appointed for panchayati forest work should get proper training in forest management and practices. A 'capsule' course of three month duration be organised for existing hands at some forest training institute.
- (b) The number of inspectors for panchayati forests should be fixed on a realistic basis after reappraisal of work load in each tehsil.
- (c) While Commissioners should continue to be the appointing authority of the inspector, budget for his salary, etc., should be provided to the Collector and actual disbursement should be by the S.D.O.

- (d) Such of the forest panchayats which do not have funds for development should be assisted through District Plan sector schemes on their presenting a 'plan of development'.
- (e) An officer of the Forest Department should be available to the Collector for advice and technical supervision of forest panchayats.
- (4) The requirement of office/field staff in each new district/tehsil should be reviewed by the Divisional Commissioner concerned and if the Commissioner so recommends, necessary additional staff should be provided.

We have not discussed other general matters of Revenue Administration in this chapter as they are common both to hill and plain areas of the State and have been discussed in the related chapters.

GENERAL ADMINISTRATION

Most of the problems of hill and plain areas relating to general administration are the same. We emphasise only some specific administrative problems specially related to hill areas:

- (1) Prohibition has been introduced in districts Uttarkashi, Chamoli, Pithoragarh, Pauri Garhwal and Tehri. Some anti-social elements try to circumvent the provisions of law in the name of ayurvedic, unani and other indigenous systems of medicines. It is necessary that a

separate drug inspector is posted in each of these districts to ensure that prohibition laws are not circumvented. It is also recommended that 'medicines' containing alcohol content of more than 15 per cent should not be permitted to be sent for consumption in hill areas.

- (2) The rules provide that urban nazul land can be allotted/alienated only on the basis of open bids in hill areas. The highest bidder gets the land. This results in the cornering of good nazul land by rich persons. It is not available for development/assistance to weaker sections of the community or for other important activities. The land in the urban areas is an extremely scarce commodity. The government is purchasing land for house sites for weaker sections in the rural areas and then allotting the acquired/purchased land free of cost. It is felt that the policy of allotment of urban nazul land requires reconsideration/review so that nazul land could be available for genuine community works.

- (3) The growth of the hill urban areas is haphazard. There are no master plans. In the context of necessity of maintaining ecological balance, there is urgent need of master plans for hill urban centres. Some informal guidelines have reportedly been prepared for Mussoorie and Nainital but this is not adequate.

(4) The acute shortage of personnel specially in key services and developmental sectors should be made good. A firm decision and strict implementation of the accepted State policy of separate hill cadre is urgently required. For class I officers (not included in separate hill cadres) the State Government should formulate guide-lines to be strictly followed by the department.

(5) There is urgent need of improving 'mobility' of the staff in the hill areas. Diesel-run Jeeps do not function efficiently in hills. Petrol-run Jeeps should be made available for these areas. No real headway can be made without intensive touring by field officers. It is obviously not possible to provide vehicles to all individual officers. We recommend some specific steps in this connection.

(i) There should be a properly equipped workshop in each district so that government vehicles are not sent to Bareilly and Dehradun or Saharanpur for repairs.

(ii) The field officers should be given liberal loans for purchase of motor cycles.

(iii) The T.A./D.A. rules should be liberalised.

(6) Parallel vertical hierarchical patterns of administration are of very limited value in hill areas. No organisation can function in

to strengthen the position/status of the District Officer at the district level, sub-divisional officer at the sub-divisional level and block development officer at the block level. They should be enabled to effectively co-ordinate the activities of various departments, agencies and other semi-government organisations at these levels.

- (7) Tehsils and development blocks should be coterminus in hills. This means creation of some new tehsils. The existing number of sub-divisions may not, however, be increased. A.S.D.O. can supervise the work of more than one tehsil and block in his sub-division.
- (8) Communication facilities should be substantially improved by provision of telephones, radio links, wireless and teleprinters in suitable offices.
- (9) Office and residential accommodation has to be provided for all offices and officials as suitable in hill area. The State Government should prepare a phased building and housing programme to meet the shortage of accommodation. There is no use increasing the number of staff in an organisation or creating new organisations unless there are prior arrangements for suitable accommodation.

Abstracted from the Report of "Commission District Level Administration Vol. I, p p. 412 - 421

REORIENTING ADMINISTRATIVE SYSTEMS FOR HILL AREAS

The geographical, demographic and socio-cultural peculiarities of hill areas pose peculiar problems of development and administration not encountered in other areas. Here, the developmental functions are more important than the regulatory and control functions of administration. The major responsibility of administration in hill regions is the judicious, scientific and balanced management or use of natural resources for achieving the goals of socio-economic development of the local communities. Sociologically, speaking, efficient and effective administration in these areas should continuously scan the environment and take note of the changes which take place in it. For this purpose it should be sensitive to social urges and impulses that bring about or are likely to bring about changes in the social fabric of these regions. Secondly, the administration should be well equipped for what may be called diagnostic function, it should not only record trends, it should be able to analyse and evaluate them. In this way, it should be able to identify problems and crises that are likely to arise in future. The administration should, therefore, be able to develop alternative policy frameworks. When suitable policy options have been formulated it should demonstrate its planning skills by charting a step by step strategy of action. The blueprints that is evolved should incorporate a unified vision, characterised by viability and feasibility. Finally, it should be able to implement the plans evolved. The implementation function calls for adequate flexibility evaluative skills, ease and efficiency of communication and social responsibility.

The functions of administration in a difficult area may look quite arduous but it has to face the problems which are complex and are likely to be more and more complex in the future. This would need radical changes

in recruitment, socialisation and re-socialisation of the instruments of policy formulation and implementation. The major problems which come in the way of effective administration in the hill areas emanate from the stage of socio-economic development. In spite of the developmental programmes taken up by the government, the hill communities are still mostly tradition bound and their simple structure has not experienced much of a change. In such a society specialisation, the forerunner of modernisation, has not yet picked up, whereas the process of development and the nature of programmes imply considerable degree of specialisation and these have been designed in conformity with the development needs of societies which are at a higher stage of development. It has given rise to fragmented bureaucratic autonomy and compartmentalisation of the agencies. Moreover, specialisation pre-supposes full co-ordination amongst all agencies for achieving the developmental goals. Similarly, synchronisation of all services needs an effective communication system and a committed team of government functionaries. In every sphere of activity each agency must be well informed of the functions of others and must synchronise its efforts with them. But what generally happens in the field is that multiple agencies undertake the same kind of work adopting different criteria and procedures resulting in waste of resources and, more often than not, under utilisation of facilities. For example in hill region of Uttar Pradesh similar type of beneficiary oriented programmes ^{are} being executed under IRDP, watershed management small farmers development and hill area development programmes. In such a situation the rural people tend to get confused and become passive recipients or rejectors.

As a matter of fact the government functionaries having received their basic grounding in bureaucratic style of functioning undertake developmental work in the same manner by orders and controls rather than going down to villages to appreciate the local situation and working with

the local communities to involve them in project planning and implementation. Therefore, development problems are seen as problems of administering things rather than involving people in decision making. The decision making is done through a typical movement of files and orders through a hierarchy of officials.

Again in trying to reach out to the remote communities following the same bureaucratic style, there has been a proliferation of bureaucracy resulting into a large army of government servants all along the line in different departments doing similar kind of job though branded as a 'specialised departmental job' who are all accountable to their individual vertical hierarchy. No body seems to be interested in the impact being created at the level of the beneficiary.

Another problem in difficult areas, because of adopting the administrative framework of more developed or convenient areas, is that many departments may not have all their positions filled and some key posts might be running without incumbents. Therefore, the formal system may exist but it may not be operational. Similarly, even if the government functionaries have joined these areas, performance wise they may not be upto the mark. Although, the intention of the government is to post the best officials in the hill region but in reality it is difficult to get personnel of average quality. It is proverbial in the case of hill region that a person is posted there either he is on probation or he gets his first promotion or is posted on punishment. It is therefore obvious that the complex system of specialised services evolved for better developed, areas does not work here. On the contrary, a unified system of multi purpose workers who can solve all the problems of the villagers should be conceived for these areas. In this alternate system probably sufficient number of workers would be available for developmental work. However, it may be mentioned that the criteria of rendering service should be reinforced

and these workers should be made accountable to the local people.

With a number of new programmes having been introduced in the hill region the problems of coordination and integration have become more and more complex in addition to the delivery of benefits of same kind as described above. The best example to demonstrate the chaos is the watershed management projects which have their territorial jurisdiction not similar to administrative units. The watershed may have an area of more than one block or more than one district. The forest department has been made responsible for planning and monitoring and evaluation of the developmental work to be done by a number of departments, such as agriculture, soil conservation, animal husbandry, minor irrigation etc. The project officer usually drawn from the forest department has to take work out of the existing departmental agencies and for coordinating these activities he has to depend on district authorities. Thus, the programme falters on many counts and the execution of time bound programmes becomes difficult. On the other hand, incentives to beneficiaries and some individual beneficiary schemes are similar to those of IRDP. Therefore, in a number of villages it becomes difficult to find out proper deserving beneficiaries, different agencies competing with each other to reach the same person and woo him to be registered as beneficiary in their programme. It is, therefore, necessary to think of an administrative system where there is decentralisation of authority, clear definition of duties adequate flexibility so that those responsible for implementation of development programmes can effect changes in the schemes and procedures without many delay keeping in view the local situation. This would need an organisational framework which would ensure coordinated delivery of services and inputs at appropriate levels of implementation so that the intended beneficiary could get all assistance and technical guidance at a single point.

PEOPLES' PERCEPTION AND PARTICIPATION

In a backward area the need of active participation of people is very important. It is quite often that, since a large number of government functionaries posted in the hill region may not have their roots in the area and some times there can be complete divergence in the views of the local people and the administration about different problems. It is possible that administration may emphasise those aspects which are not considered important by the local people. The administration may be thinking **genuinely** for the good of the people but it may be possible that its decisions may prove harmful because of its lack of adequate appreciation of the local needs and problems. For example, the forest department might have recommended a number of species to be planted in some areas but the villagers may have their preference for different species of plants because they would like to have both fuel and fodder from the plantation programme being taken up by the department.

Another important point to be kept in view is that the needs expressed by the local people may not sometimes be their real needs. Those may be the superficial expression of their desire to imitate other areas. For example, they may opt for construction of roads or other such activity but if they are explained the various alternatives and choices within the framework of limited resources and the hazards to environment it is possible that they may give a higher priority to some other programmes which would fulfil their felt need.

Since administration is a formal system it is difficult to motivate people belonging to remote areas to participate in any formal activity leading to decision making. In this only indirect participation is possible and it is

done through peoples' representatives who are generally articulate. This sometimes gives rise to artificial leadership and genuine leadership may get completely bypassed. To avoid this fallacy it would be necessary to strengthen and revitalise the peoples' institutions and associate them or involve them in planning implementation and monitoring and evaluation of development programmes.

ROLE OF WOMEN

It needs no emphasis that the role of women in society and economy in hills(particularly in the hill region of Uttar Pradesh) is very significant. But generally for the purposes of involving the community or the target group the people are treated as one monolithic entity. The interests of men and women are regarded as one and the same. The administration seldom takes into account the fact that dominance-dependence relationship that exists between the rich and the poor also exists between men and women. In the hill areas although women handle most of the work, the authority continues to be with the men. It is very rare that the programme proposal for development are analysed from the feminist view point and participation of women in any such programme is taken for granted. Women generally treated merely as beneficiaries and passive partners to any developmental activity. The whole outlook of administration need to be changed radically to make them see the role of women as benefactors also. The administration needs to develop ways and means to communicate effectively with the women so that they are creatively involved in developmental tasks.

MOTIVATED FUNCTIONARIES

Whole hearted cooperation and initiative of functionaries engaged in the delivery systems at various levels of administrative hierarchy are essential for achieving the developmental objectives of hill areas. For this purpose suitable personnel policies need to be drawn up and a system of incentives also needs to be developed. As a matter of fact the steps taken up by the State Government have not fructified. The special pay being given to the officials posted in the hill region does not act as an adequate incentive for them to serve in the hill areas. Moreover, the special pay is not related to the altitude, remoteness and difficult conditions in which a person may be posted.

The efforts to form of a separate hill cadre in every department have also not been successful and very few people have opted for the hill cadre. The problems of the government functionaries who are posted in the hills are really complex. In most case they have to keep two establishments because they are posted in the hills when their children need higher education facilities not available in hill areas below the district level. Unless the posting in hill region is not made attractive enough requisite administrative talent may not^{be} available.

In service training to officers posted in hill areas would also help in bringing about efficiency in the developmental administration. Training packages focusing on the developmental needs and required systems specific to the hill areas need to be designed so that the functionaries are well equipped to tackle the problems and deal with the people of hill areas in a more responsive manner. The training programme can also highlight the priorities that need to be looked into while working with the hill people.

It may be mentioned that, so far, adequate attention has not been paid to the administrative problems of hill regions and these have been treated more or less at par with other developed or convenient areas in the matter of providing administrative infra-structure. A continuous research would be necessary to design and redesign administrative systems for achieving the regional development goals. Since development is a dynamic process, the administrative systems should also continuously respond to development needs of the hill region which implies a correct diagnosis of existing problems and finding lasting solution /solutions besides capacity building for tackling problems likely to arise in future. However, the most crucial link in this whole system is the government functionaries without whose faith, and commitment no administrative system can work.

It must be added here that, while it is necessary to provide adequate incentives to the functionaries posted in the hill areas so that they are care free about their families but the major motivation has to come from the administrative culture, which has to change from semi-feudal values of administering development to service oriented values since administrative culture are derived from the overall political values which again are drawn from the central social values.

It would therefore be necessary to enthuse values which would motivate the workers to have a the personal philosophy of accountability and sensitivity to societal goals and ultimately to improving the quality of life local people in all its manifestations.

Dr. P.N. Sharma, Joint Director, State Planning Institute, Lucknow.

WHAT'S WRONG WITH HILL AREA DEVELOPMENT ?

In the initial five year plans the emphasis in hill area development was broadly on three areas - agriculture, road building and other development work. Of these three, first two areas received special and greater allocation of funds and importance. By 1970's this approach started showing adverse results as depleted forests and natural resources caused land slides in hills. The recurring floods in the Ganga opened the eyes of the planners. They realised the importance conserving watersheds in hill areas to restore the health of plains. This shift in ideas towards ecological factors of integrating hill areas and plains as a totality lead to the formation of Hill Area Development Programme (HADP) in Fifth Five Year Plan in 1974 - 79.

WHAT IS HILL AREA ?

The hill areas are broadly classified into two categories. States like Jammu and Kashmir, Himachal Pradesh, and Sikkim and other smaller states form the first category where almost the entire area of the state is hilly area. These states are being treated as special category States. In the second category come those states where hill areas form only a part - (a) states of Assam, Uttar Pradesh, West Bengal and (b) Western Ghat areas covering 163 talukas of Maharashtra, Karnataka, Kerala, Tamil Nadu and Goa. Only this second category is covered under HADP. The Himalayan region covers an area of 68.7 thousand sq. km. with 59.8 ^{lakh} people. The Western Ghat region covers a larger area of 160.5 thousand sq. km. with 388.4 lakh population.

ECOLOGICAL ASPECT

The Seventh Plan section on HADP admits that in fifth and sixth plans the "tenor of the plans did not differ significantly from normal state plans." The Seventh Plan calls for consideration of ecological aspects at the state of policies, programmes and schemes. The plan document links the disastrous environmental affects of floods and water scarcity to depletion of forests and other natural resources. It calls for maintaining the ecological equilibrium to serve the needs of the nation and local community. Frequent references are made to ecological aspects.

The basis of HADP is to promote a basic, secure life support system for local people and also to protect the interest of people in plains. The strategy centres around participation of local people, especially women and children in managing society's resources at local level. The plan calls for inculcating ecological awareness among local people, so that the harmful affects are prevented in advance.

Meeting of basic needs like energy, fodder, water, education and health is given foremost importance in formulation of development programmes. This shall reduce the drudgery of women and children providing alternative energy sources and introduction of fuel efficient ovens will definitely go a long way in reducing drudgery of women and reducing the pressure on forests. Preventive health care, safe drinking water and education are basic essentials for reasonable living.

The HADP in Seventh Plan has discussed various issues in addition to basic needs approach. We will review some of the **important** issues discussed in the plan document in the light of the grassroots experience.

THE LAND USE

The Plan envisages a proper land use pattern to attain self-sufficiency in food and at the same time calls for 'scientific land use' aimed at increasing productivity and product changes in land. The planners foresee an external market for increased yield and call for strengthening communication and market network. This objective of land use is self contradictory. The recent changes in cropping pattern from traditional food crops to cash crops like potato and soyabean has definitely linked hill economy to large market economy of plains. But in this process the change in land use has affected the food self-sufficiency of the hill village as the shortage of foodgrains has forced people to import foodgrains. The introduction of horticultural crops has destroyed oak forests of the Himalayas. In the Western Ghat belt the rapid increase in coconut plantations has put extra pressure on forest and water. Learning from these mistakes we have to evolve a rational land use policy wherein the soil is used to produce the basic need, foodgrain.

PROTECT HILL FORESTS

The plan document makes it clear that the revenue-earning can no longer be a major goal of forestry programmes. However, in the same tone it says "the forestry programme will aim at meeting the needs of national requirement of forest produce and needs of village community". The conflict between national interest of meeting the demand of forest based industry and the ecological consideration of soil and water conservation is not examined clearly.

The plan seeks to identify sensitive areas in hills for treatment. This is a big fallacy as the present condition of hills in country is in such a critical stage that the whole nation is suffering from recurrent floods and droughts. The need of the hour is to take a comprehensive decision to save the hills, not an ad-hoc approach or patchwork to bandage the wounds of hills. The hill forests of the country should be declared as protected forests, the basic resource providing soil and water. The moratorium on felling trees that exists in hills of Uttar Pradesh should be extended to Western Ghats.

REDUCE GRAZING PRESSURE

There is a very close link between hill economy and agriculture. In recent years the increase in cattle population has led to greater pressure on limited grazing land and forests. A recent study on pressure of grazing in Garhwal by Dr. R.K. Gupta reveals that the pure grazing pressure in Chamoli district is 4.05 times more than normal. This shows the eventual limit we have reached and the pressure on carrying capacity of land. The pressure in other hill areas and Western Ghats may be more. So the immediate requirements is to reduce the grazing pressure by introducing the practice of developing pasture land.

DEVELOP COTTAGE INDUSTRIES

The document is very pragmatic with regard to the plans of developing decentralised cottage industries based on local resources. However, the skills need to be updated and new skills have to be taught from basic educational level.

It calls for organising tourism and trekking as an industry with due regard to local resources. This concept has its own drawbacks as tourism in places like Mahabaleshwar in Western Ghats, Maharashtra, or trekking in Himalayan high altitude has serious ecological and social implications. The closure of the Valley of Flowers in the Himalayas to tourists due to the destruction of fragile ecosystem is a pointer in this case. The whole idea needs a careful, cautioned approach.

The Seventh Plan document calls for a half in building extensive road network in hills. This is a great relief. Himalayan region is based on 'money order economy' as people working in plains send money order to their families. So the need is to strengthen postal service and communication system.

SAVE FORESTS

While laying special emphasis on eco-restoration and eco-protection of Western Ghats, the task of designing policies has been left to respective states. The previous experience shows that these states have virtually depleted the tropical forests of Western Ghats. This was done under the name of 'development'. To take an example, Kerala, a hilly state represents 42 per cent of entire Western Ghats. The percentage of forest cover to total geographical area in 1905 was 44 per cent. In 1984 it was a meagre 9 per cent. The minimum requirement in this hill area is 66 per cent. Now the State is suffering from serious water shortage, even with high rainfall. The power generation, industry and agriculture are adversely affected. The development policies carried on by state, mainly replacing natural forests with plantation crops, and construction of dams have been responsible for such disruption in ecology. The situation in Maharashtra, Karnataka and Goa is still worse. These states still

continue the same 'development' schemes leading to total destruction of Western Ghats. It is necessary to specify and evolve a concrete common programme to save Western and Eastern Ghats which supports so many people in South India.

THE CONTRADICTIONS

The specific suggestions for development of North Eastern Hill region in the Seventh Plan are questionable. The Government of India has declared entire North-Eastern Region as industrially backward area. This entitles the region with investment subsidy at maximum permissible rate. The natural resources like forests are treated as inexhaustible resource. During Sixth Five Year Plan a paper project was started in Nagaland under the central sector at the estimated cost of Rs. 84 crore. Two more paper projects with an estimated cost of Rs. 226 and Rs. 228 crore are under construction in Assam. These forest-based capital intensive industries will adversely affect the local population and ecology of the area. These attempts to establish forest-based industries will in the long run convert the renewable forest resource into a non-renewable resource affecting the nation. These concepts envisaged in Seventh Plan for North Eastern region are surprisingly against its basic objective of ecological protection.

Thus the Seventh Plan document on HADP is a Pandora's box of contradictions between its basic objectives and specific projects. In addition to these contradictions, there are broadly three major drawbacks in the document.

First of all, the policy laid down in the Seventh Plan is rarely followed by States. The review of previous work of HADP has clearly brought out this fact. The present plan of HADP may also follow the same precedent.

Secondly, other hill areas like Aravali, Vindhya, Satpura are not included in HADP. These areas also represent important hill areas of our country. Even in present HADP, more weightage is given to Himalayan region as compared to the fragile tropical eco-systems of Western Ghats.

Thirdly, the contradiction in objective and specific suggestions is the outcome of top down model of planning. The specific suggestions are based on the report of working group on HADP whose members, experts or academicians, are without any feel of grass-roots problems. This top down model of planning has failed to incorporate the aspirations, the realities of local population.

Nevertheless, the Planning Commission has tried to rectify these lacunae by setting up Advisory Committee on HADP. This comprises of 17 members, with the main task of advising on HADP based on reality. Unfortunately, most of the members are again pure academicians with only two grassroots level workers. It is hoped that the Planning Commission will gradually bring in more grassroots workers in the planning process to pave way for bottom-up model of planning.

**PROCEEDINGS AND
RECOMMENDATIONS
OF THE SEMINAR ON
APPROPRIATE ADMINISTRATIVE
FRAME-WORK FOR HILL REGIONS**

25th. JANUARY, 1987

**THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
U.P. REGIONAL BRANCH IN COLLABORATION WITH
SOCIETY FOR HIMALAYAN ENVIRONMENTAL
REHABILITATION & PEOPLES' ACTION**

27- B-5, LAJPAT RAI MARG, LUCKNOW, 226001

PROCEEDINGS OF THE SEMINAR ON "APPROPRIATE ADMINISTRATIVE
FRAME-WORK FOR HILL REGIONS" HELD BY IIPA, U.P. REGIONAL
BRANCH AT LUCKNOW ON 25.1.1987 IN COLLABORATION WITH THE
SOCIETY FOR HIMALAYAN ENVIRONMENTAL REHABILITATION AND
PEOPLES' ACTION (SHERPA)

PART I - PROCEEDINGS

A Seminar on "Appropriate Administrative Frame-work for the Hill Regions" was held at Lucknow by the IIPA, U.P. Regional Branch on 25.1.1987 in collaboration with SHERPA. The Seminar was presided over by Sri J.A. Kalyankrishnan, Chief Secretary, Government of Uttar Pradesh and was attended among others by some of the Secretaries to the Government of U.P., Heads of Departments, representatives of management institutes, universities as also experienced people from public life. A list of participants is appended to this proceedings at the end.

The Seminar opened with a word of welcome from Sri T.N. Dhar, Secretary, IIPA, U.P. Regional Branch.

Sri Dhar said that the hill areas of the country have peculiar problems which need special administrative mechanisms. He invited attention of the Seminar to the recent observations of the Hon'ble Prime Minister of India in his press conference held in January, 1987 in which the Prime Minister voiced his concern about the inadequacy of administrative arrangements for the hill areas of the country. Sri Dhar said that in the light of these observations the Seminar assumed both relevance and significance.

Sri Dhar traced the history of the development of administrative arrangements in various Himalayan States in the country. He observed that the land revenue records and revenue systems as well as the policing systems are distinctly different in various parts of the Himalayan States. There has been a tendency to extend the patterns of administration pre-

vailing in plains to hill areas notwithstanding the fact that the geographical, economical and social conditions are quite different in the latter. Since local administrative systems evolved in various hill States according to different contexts, needs, expediencies and historical situations, appropriate and effective administrative structures suiting the eco-geographic conditions, terrains and topography of hill areas as also the distinctly different social and cultural environments of the Himalayan sub-regions did not emerge in the country. Some States which wholly fall within the Himalayan regions like Jammu and Kashmir and Himachal Pradesh and some of the North Eastern States have been called special problem areas and their plan allocations are considered and made separately. There are other hill areas which form part of States but yet fall in the Himalayan regions. These for example are the eight hill districts of Uttar Pradesh, the Darjeeling district of West Bengal and the two hill districts of Assam. In such cases, for purposes of development allocations, a sub-plan approach has been used.

Sri Dhar observed that there are many important questions regarding hill area administrations that arise. It has to be remembered that the Himalayan regions mostly constitute border areas which have special geo-political significance. The cultural diversities are vast. Many languages and dialects are spoken and there is a wide gamut of social institutions prevailing in different regions. Many of the Himalayan regions have suffered from long unrest, instability insurgency and, even, border wars. There were the serious Chinese incursions of 1962 both in eastern and western parts of Himalayas. Then again, there were repeated conflagrations with Pakistan in the Jammu and Kashmir State. Nagaland, Mizoram, Manipur and Tripura have experienced insurgency for a long time. In some areas, because of the ethnic character of populations, trans-border provocations have been generated and used to create serious problems for the country.

Hill areas are generally comprised of difficult terrains, severe climates, inaccessibility and, most importantly, fragility of environments. Over the last many decades the Himalayan regions have suffered tremendously in terms of environmental degradation and loss of vegetation, tree cover and soil cover. The conservationists feel that the Himalayas should be fully protected and preserved and that the environments should not be interfered with. On the other hand the local people have the rightful aspirations for their development, for higher incomes and employment, for a better quality of life. As a consequence of this seeming dichotomy an unreal contradiction has arisen between the goals of conservation and the goals of development. A way has to be found out through which a complementarity can be built between the goals of conservation and the goals of development. This is the biggest challenge of planning in hill areas. Sri Dhar further invited the attention of the Seminar to the critical problems of the size and structure of administrative units in hill areas, the need to make watersheds/sub-watersheds as areal units of development administration, the need for mobilising people for development, and the need for greater research in the problems of hill areas. He further said that it is strange but true that at present many activities which we include as developmental activities cause environmental damage and degradation in the hills. He cited the example of roads and dams, which, as these have been constructed so far, have caused tremendous damage. It is not roads and dams are not necessary. They are but, in their construction, full care has to be taken to eliminate environmental stress and damage. Sri Dhar further pointed out that the data base in hill areas is very poor and this deficiency does not permit proper regional planning. The pressure of human and animal populations in the hill areas is becoming unbearable. Where it is necessary to make appropriate changes in land use the interests of people need to be protected in terms of incomes and employment. Peoples' institutions in hills have become very in-

effective and moribund. The present situation is that the local people do not have a sense of involvement in the process of planning and without their participation and acceptance of land use choices there is very little chance for mountain planning to succeed. In hill areas staffing shortages are acute and people who are posted to such regions generally are not adequately trained and motivated. Sri Dhar hoped that many of these key issues would be discussed in the Seminar thoroughly and that some concrete and implementable suggestions would emerge with a view to improve the administration of hill areas.

Sri J.A. Kalyankrishnan presided over the Seminar and delivered the key-note address. He observed that due to reasons of history, geography and cultural diversity the problems of hill administration have remained intractable. There is a tendency to either ignore them and put these under the carpet or perhaps find adhoc responses. Climbing the Himalayas needs patience, courage and perseverance and so do administrative problems relating to these regions. Sri Kalyankrishnan added that far too often administrators and planners try to visualise the problems of hill areas and the hoped-for solutions sitting in arm chairs conveniently located in the plains.

Sri Kalyankrishnan said that he would like to make a deliberate distinction between an appropriate framework for governance and that for administration. Governance is a much wider term but he would like to stay closer to the specific theme of the Seminar and pay attention to the desirable framework of administration.

Almost four decades after independence, Sri Kalyan-krishnan felt, for hill area administration pragmatic and feasible answers are yet to be found. When we talk of administrative processes, organisation and framework which may be appropriate for different but specific socio-cultural contexts and regional situations or when we discuss ways and means as to how to mobilise hill people for social and economic development, we are talking about fragments of a whole, of certain limited and selective aspects of the general stream of social evolution. A meaningful synthesis of these fragments is rather hard to conceive and evolve.

When we talk of levels of development achieved we try to measure these in terms of standards and indices by which we traditionally and in the ordinary course assess development. These measurements could for example include plan outlays, investments made on road building, hospital-population ratios, doctor - population ratios, percentage of villages electrified and villages having potable drinking water, and so on and so forth. These are the ways in which we tend to look at development. In other words it is in normative terms that we assess performance and find gaps and inadequacies. But, it seems to me that this quantitative approach is not enough. This target orientation does not give the total picture. It is rather the quality of development and the concrete tangible improvements brought in the quality of life in a region that needs to be assessed and evaluated. The tendency is to interpret things and results in a fragmentary way.

Let me illustrate this. Let us examine how, in the hill regions of the country, the administrative process in its developmental mode has generated interfaces with the hill societies? Has administration in hill areas been a facilitator of development, a catalyser of and a contributor to the achievement of the goals of progress, a helper

in the social and economic evolution ? Perhaps it is not so. Many developmental activities have tended to cause physical and social damage. Building of roads without taking into account environmental impacts has been a mixed bag of development. It has had so many negativities. The indiscriminate exploitation of forests, grasslands and mining areas is yet another example of a counter productive development strategy. These are the question we need to ask ourselves.

Many important question have been asked in the theme paper of the Seminar. Many issues have been raised. Some of these relate for example to the size and shape of administrative units, organisational structure of the district and block administration, the desirable areal units of development, the issue of unfunctional hierarchy of workers versus the multi-purpose worker approach, lack of adequate research on the problems of hill areas, lack of laboratory-land interface, inadequate involvement of hill people in the process of development and the difficult environmental and ecological problems athat give rise to apparent conflicts between the goals of development and goals of conservation. These are only some of the many important issues that all of you would be going into in this Seminar. We have a rich fund of knowledge and experience in this gathering. We have experienced administrators, planners, scientists, representatives from management institutes, universities and public life. I am confident that a free and frank interaction in this Seminar will generate many practical and implementable ideas which can help in improving the administrative framework for hill regions in the country.

I would like to congratulate my colleagues in the IIPA and all other participants for the Seminar which appears to be most timely. Sri Dhar in his opening remarks referred to the concern expressed by Hon'ble Prime Minister about the inadequacies of hill areas administration. This concern lends both significance and topicality to the Seminar theme. I thank you all for giving me an opportunity to be with you here today and convey my sincere good wishes for the success of the Seminar.

Dr. R.K. Zutshi of the India Institute of Management, Lucknow emphasized the point that the development process in hill areas is comparatively slow in concept as also application. Regional imbalances and disparities are glaringly observable. Many studies have been made which go to show that the constraints imposed both by nature and man have caused many problems in mountain areas. Dr. Zutshi was of the view that the time may have come when in hill regions of the country, from resource based development, it may be necessary to shift to need-based development. The needs of the people must be met first. Once this is done exploitative development which may adversely affect the hill environments should stop.

Dr. Zutshi listed some of the important factors which need to be kept in mind while developing appropriate strategies for hill area development. These factors are :

- i) state of the hill eco-systems and hill environments,
- ii) social structures and the cultural diversities,
- iii) area development based on the principles of watershed management,

- iv) institution building and mobilising of people,
- v) pressing voluntary agencies into service for achieving the goals of development,

Dr. Zutshi was of the view that watersheds and micro-watersheds are the natural units of development in which, among other things, soil and water regimes can be treated in an integral manner. Therefore, watershed and sub-watersheds should become units of development administration.

Dr. Zutshi also made a mention of the voluntary group set up by him namely PRADHAN which, he stated, is taking up a project regarding the development of rural industries in hill areas. He added that PRADHAN would be happy to associate with SHERPA in this context.

BRIG. J.A.F. DALAL, RETD. SURVEYOR-GENERAL OF INDIA, stated that for development in any area, particularly hill areas, reliable basic data is required. Unless the minimum data is available it is difficult to apply our minds to problems and suggest solutions. He gave an example from his own experience. For Dehradun District he needed survey maps. These he could not obtain for months together on account of administrative procedures and difficulties. Brig. Dalal said that for purposes of making area development plans in the Himalayan regions satellite photography was not enough. It had to be supplemented by field surveys. He emphasized the role of women in hill economics. Brig. Dalal further observed that studies must be undertaken for proper understanding of the problems of hill areas and efforts in this direction must be intensified.

SRI S.P. GUPTA : Sri Gupta said it seems now to be clear that the present administrative structures developed for hill regions in the country have not been found to be suitable. He invited the attention of the Seminar to the obsession of the governments with centralised planning which leaves little scope for local initiatives and local innovations. Schematic budgets and uniform programmes for the country as a whole have been great impediments to successful local planning. Sri Gupta raised two important questions regarding hill development :

- i) What should be the optimal area of development administration units at various levels ?
- ii) What should be the effective mechanisms for getting in touch with people, assessing their needs and ensuring that they have full say in choosing their paths of development ?

Sri Gupta agreed that watershed management approach would be very appropriate for hill area development. The shift to such areal units may be gradual but it will need to be brought about. Sri Gupta further felt that peoples' institutions would need to be revived and strengthened if they have to have a say in their own development. He said that proper land use should be one of topmost priorities of hill development.

Sri Gupta invited the attention of the Seminar to poor government-people interface in the hills and lack of interaction. He said many parallel developmental hierarchies have come into being, in some cases even upto village level, in the hope that each department will deliver its uni-functional fragment of development to each village in the Himalayas. This is just not possible. There is a need

to develop the concept of multi-purpose workers with smaller jurisdictions who can establish necessary rapport and identity with the local people. Such workers can become more successful agents of change. Sri Gupta said that voluntary agencies do have a role to play but sometimes such agencies tend to develop vested interests. This tendency needs to be corrected. Voluntary agencies can inform, catalyse, improve communications and make innovative experimentation but they can not replace peoples' institutions. What needs to be done is to encourage the development of peoples' institutions and let them function effectively. These institutions must be encouraged to take initiative and to actively participate both in formulation as well as implementation of local plans. Sri Gupta emphasized that there is need for transfer of real power and authority to local people and that a directed democracy will not do.

SRI J.A. KALYANKRISHNAN : At this stage Sri Kalyan-krishnan made one more intervention. He said there is no doubt that land is the major resource in hill areas. This is true of most agrarian societies and much more true of hill areas where an overwhelming majority of the population is occupied with agriculture and allied activities. Historically, land use in India has been largely based on a system of exploitation and not on the basis of optimal economic utilization of a resource. Either there is lack of motivation and knowledge or perhaps such economic development is just not affordable by rural communities. In the hill regions these problems get accentuated in a very sharp manner on account of cost factors. For example, what is not affordable in the plains becomes much less affordable in the hills because the costs of investment per unit are comparatively much higher.

Sri Kalyankrishnan said that the options for land-use in the hills are distinctly different but what these are in the plains. Very few margins of error are available. There are natural limitations. Take the example of horticulture. Suppose a farmer is persuaded to go in for growing an orchard. The adoption of such a project for him means basic change in land use. An orchard takes many years to mature. What is the farmer to do in the intervening period? He experiences a fall in income and for him such development is simply not affordable. The development processes and strategies for hill areas have to address themselves to these kinds of problems so that development for individual farmers becomes both affordable and acceptable.

Sri Kalyankrishnan referred to the much talked about the concept of watershed as an areal unit of development in the hills. He said there is a great deal of sense in the concept because there is a natural integrity in a watershed. But, at the same time, any shift in the choice of units has to be viewed in the light of administrative feasibility. Ways would have to be found to see that shifts in the development units of administration do not cause disruption, dislocation or discontinuities. Sri Kalyankrishnan said that there is much greater need for careful husbanding of soil and water resources in hill areas. There is right now a great deal of conceptual knowledge of the so-called watershed approach but we have to put content into these concepts so that they can become implementable in practical terms. For example, administrative structures, organisation, input management and such other factors will need to be adjusted to the watershed approach. This change has to be there but it has to be brought about with considerable caution and with the consent of people.

Sri Kalyankrishnan referred to the feeling of alienation amongst the hill people and the failure of or reluctance to build up at various levels peoples' institutions and their involvement in the process of planning. He agreed that in view of the peculiar circumstances obtaining in the hills the active involvement of hill people in local planning is far more important. Development ordinarily can not be imposed from outside and this is much more true of hill areas. People have to be encouraged to develop their own capabilities and knowledge, their abilities to make correct choices and in this we have to rely on peoples' institutions. We have to trust them. We have to let them function effectively and responsibly. Only then can area planning in hills become realistic and acceptable. Only then can it correspond in a substantial measure to the needs and aspirations of hill people.

SECOND SESSION

After the coffee break the second session began with Sri B.J. Khodaiji in the chair.

Sri J.C. Pant, Secretary, Education Department Government of U.P.: Sri Pant said that while he would come later on to the issue of incorporating environmental knowledge in the school curricula raised in the theme paper, first, he would like to sound a somewhat jarring note about the widely mentioned concept of watershed/sub-watershed as a unit of development in hills. He agreed that in hill regions on considerations of environment treating a watershed in an integral manner is desirable but in doing so we have to take care of the administrative considerations and convenience of people. According to Sri Pant two main barriers of communications in the Himalayas are rivers and ridges. Watersheds and sub-sheds involve two or more hill slopes with a water-course passing through. Therefore, in such circumstances, communication difficulties arise if watershed becomes an administrative unit. These difficulties have to be reckoned with and taken into consideration. Secondly, the traditional boundaries between districts and tehsils are age old and well recognized and any large scale reorganization of these units would result in dislocation. These factors have to be taken into account while suggesting watersheds as areal units of development administration.

Sri Pant asked what kind of a planning model are we aiming at for hill areas? It certainly can not be based on self-sufficiency. We will have to keep in view the carrying capacity of the resource base and such carrying capacity would need to be quantified. The hill environments are fragile and have already been considerably damaged. Therefore, development strategy has to fit a sustainable

resource base. The second important point is that of land use. Take the example of forest programmes. Till recently, Forest Department would confine themselves to the reserved forest areas which form only a small part of the total area under forests. A great deal of tree cover is needed in community lands and community forests and afforestation in such areas can not succeed unless people are mobilised. If environmental considerations strongly suggest changes in land use, say from agriculture to forestry, then such a choice has to be made economically beneficial to the hill people. Again, let us take into account soil conservation. In hill areas it would mean protective conservation and not merely productive conservation.

Another important aspect of hill development that Sri Pant emphasised was the need to highlight the fact that the rhythms of life in hills are distinctly different from what these are in the plains. These rhythms should be respected while creating strategies, organizations and mechanisms for hill administration and hill development. Any serious dislocation in the rhythms of life causes social disruption which needs to be avoided. Peoples' involvement in plan formulation is crucial in hills and such involvement is possible only if adequate advance action is taken. We are in the third year of the VIIth Plan now. It is time that hill people are consulted in the formulation of the VIII. Five Year Plan. The strategies, programmes and local components of development should be thrown open for discussion right now so that when the Plan is ready it reflects in a considerable measure the needs, aspirations and choices of the people.

The interface that development administration is generating at present in the hills can not be said to be friendly to hill people. Let me illustrate this. Forest utilization used to be carried out through forest contra-

ctors. When the exploitation of forest resources was entrusted to public sector under takings forest contractors became road contractors or mining contractors. In either of these forms a damaging interface was generated. Then again, the process of development in the hills has severely and adversely affected the life of women. They have to travel longer distances for collecting water, fuel, fodder and other essential needs of life. Peoples' institutions have become dormant and irrelevant. These need to be activated, strengthened, trusted and fully involved. Such an approach will also reduce the cost of development. Sri Pant referred to the role of voluntary agencies and said that they can educate, stimulate and catalyse development but they can not be made the main instruments of execution of development in the hills. Their major role should be that of the generation of awareness. They should bring forth consciousness about real development issues; they should improve communication, they should be utilized for social monitoring of developmental activities.

Sri Pant responded to the suggestion contained in the theme paper of the Seminar about incorporating environmental education in the school and college curricula. He said that this has already been agreed to in principle. Broadly speaking he said there would be a State/National Core curriculum that should comprise of local geography, plant and animal life and needs of conservation. As we go up the level of classes, the curriculum can be made to reflect regional/state or/national level contexts as per requirements of students. Sri Pant said that for hill areas such an exercise has already begun. Preliminary seminars and workshops had been held and textbook curriculum writing work has been initiated. This information was welcomed by the participants.

SRI P.C. Srivastava, Director, State Institute of Rural Development: Sri Srivastava said that he would like to approach the problem of hill development in both short term and long term perspectives. The short term problems relate to staffing, housing, education, training and motivation; while, the long term problems relate to land use on the basis of land capability, peoples' participation and development of research facilities. He said at present staff deputed to hill areas is not adequately trained for the needs of such areas. Before posting an official in hills he should be imparted specific training which will help him in his functions in such areas. Sri Srivastava also referred to need for reorganizing the panchayat system in the hills and make these grass-level institutions more viable and economic units of development. He also supported the suggestion that watershed/micro-watersheds should be the areal units of development administration in hills. Where areas of a watershed fall in two units of administration, adequate coordinating mechanisms should be established so that a watershed gets treated as a wholeness in an integrated manner.

Sri Srivastava also responded to the suggestion of consolidation of holdings in hills. He said while land consolidation was desirable it should be based on voluntary acceptance. He further added that a village level worker should be a multi-functional worker in the hills providing both knowledge and service to the villagers.

SRI HARI KANT, CHIEF CONSERVATOR OF FORESTS, U.P.

HILLS : Sri Hari Kant stated that watersheds should be the units of planning and the villages should be the units of implementation in hills. According to him there is greater need of co-ordination in the sectoral programmes in hill areas because the sectoral linkages are much more important and significant in the environmental context. According to him over-grazing is the most serious problem in the Himalayan

regions which affects the productivity of forests and grasses very adversely and causes great damage. It is extremely important to shift to stall feeding and obtain peoples' consent for voluntary closures by rotation.

SRI A.C. CHATURVEDI : Much of the degradation and de-generation of hill environments has been caused by developmental activities like building of roads, dams, etc. Care was not taken to eliminate or minimise environmental damage while undertaking such programmes. Development has to take place but it has to be given a path which ensures that it is not prone to damage and destruction. Peoples' institutions must be strengthened and their involvement ensured. Greater technological skills can be reached to the people only by cooperating with them.

SRI N.P. VERMA : Summarising his paper which was included in the Seminar document, Sri Verma said that a National Hill Developmental Council and a Mountain Development Department should be established in the country for looking after the needs of these areas. Sri Verma added that infra-structure, particularly social infra-structure, needs to be improved in hills so as to improve the quality of life health, nutrition, education and ability of people to absorb the benefits of development. Such an approach will enhance the growth processes.

SRI K.N. DUBEY : According to Sri Dubey watersheds can not become units of development administration because these are not co-existent ecological areas. Administrative units have to be convenient to people. These can not be related only to some theoretical concept. The size of administrative units can be varied according to needs but any large scale change-over to watersheds as areal units of administration would be difficult of achievement. In hill areas the political leadership, academicians, scientists, bureaucrats and voluntary agencies have to make a combined

bureaucrats and voluntary agencies have to make a combined effort to develop strategies of planning which will primarily help the hill people and also hill environments.

DR. A.N. VERMA, ICAR : Dr. Verma referred to the model land use system developed for the North-Eastern Region of the country by the ICAR laboratory at Shillong. He promised to make details of this model available and said that such models could be adapted to advantage for all hill areas with suitable modifications.

DR. P.N. SHARMA : Dr. Sharma said he would like to lay emphasis on the need for knowledge of social structures as one of the key inputs for evolving and formulating the strategies of hill development. He said we tend to extend prescriptions of the plains to hill areas and this does not work. For example over-specialisation is incompatible with the social structures of hill people. In this context Dr. Sharma felt that the multi-purpose worker approach for reaching development to hill people would perhaps be much more useful and relevant. Secondly, unless peoples' institutions are mobilised and strengthened their perceptions, needs and aspirations can not be interwoven into the fabric of planning. Thirdly, motivated functionaries are the great need of hill development and for this purpose adequate training, proper incentives, educational and housing facilities need to be provided. Lastly, Dr. Sharma referred to the need for developing participatory monitoring systems for hill regions.

SRI B.J. KHODAIJI, CHAIRMAN OF THE SECOND SESSION: Sri Khodaiji then summed up the Seminar. He said that by the large he would consider that the data base in the hills should be improved and for this purpose correct land records and most important. Land use in the hills will be different from that in the plains and it can be optimised only in the

light of the needs of environmental security. Sri Khodaiji added that regulatory and development administration both have to be taken as a wholeness and provided for. He further referred to the need for greater institutional, financial and administrative decentralisation which according to him were most vital for successful hill development. Sri Khodaiji also said that research effort has to be intensified and the interface between a laboratory and land made more meaningful. He said that the size of blocks and tehsils should be smaller on account of reasons of geography.

The Seminar ended with a vote of thanks proposed by Dr. P.N. Sharma, the Joint Secretary.

PART II - RECOMMENDATIONS

(1) The administrative structure for the Himalayan regions do not seem to be appropriate for the eco-geographic and socio-cultural conditions obtaining in these regions. There is need to restructure the administrative mechanisms.

(2) • No hard and fast criteria can be laid down for the optimal sizes of administrative units at various levels in the mountain areas. This will depend essentially on the eco-geographic conditions of an area, the terrain, the density of population and the special problems of the area. However, the Seminar felt that the administrative units such as districts, tehsils and blocks must be smaller in size in comparison with the average size in the plains. It would be very desirable if tehsils and blocks are co-terminus in the mountain regions.

(3) Most of the participants in the Seminar felt that the areal units of development administration should as far as possible be co-terminus with watersheds/sub-watersheds/microwatersheds. Watersheds are naturally carved areas where soil and water regimes have a wholeness. Some of the members felt that while watersheds may be desirable units a large scale change over in the administrative units from present boundaries to the boundaries of watersheds would may dislocation and administrative difficulties. As such it was felt that the change over, while desirable, should be gradual and cautious. It was, however felt that even within the existing administrative units, namely districts and blocks, there are a number of areas (within these units) which are whole watersheds/sub-watersheds. In such areas there should be no difficulty to adopt watersheds as units of development administration.

(4) The Seminar felt that where watersheds/sub-watersheds fall into different administrative zones then coordinating mechanisms must be established to ensure that the totality of the watersheds/sub-watersheds is treated as one for the purpose of formulating the area plans. Thought for the purpose of implementation, the representative organizations in the concerned administrative zones would have to play their roles. However, in such cases inter-area groups should be set up to bring about coordination in the formulation of regional plans for the whole watershed and for their coordinated implementation.

(5) There was unanimity in the Seminar that the present data base in hill areas is inadequate and, therefore, in the absence of such data proper area plans cannot be prepared. It was felt that the data base for hill regions must be improved upon. For this purpose satellite photography is not adequate. This would have to be supplemented by field surveys so that a correct resource inventory of regions and sub-regions become available. Once this knowledge is available it would be easier to prepare more realistic and need-based regional plans.

(6) The Seminar was unanimously of the view that the watershed management approach is the right approach for mountain development. For this purpose certain basic decisions on the delineation, codification and size of watersheds are essential. The national size of watersheds may vary from a few hundred to a few thousand hectares. Projects for such watersheds would have to have a time-frame of three to five years. For integrated watershed management in the mountains the macro frame work has already been prepared in the shape of 1:1 million scale drainage maps. In this survey conducted by the All India Soil and Land Use Survey Organization the size of watersheds varies between 20 thousand to 2 lac hectares. However, work of survey will have to be done both at the medium level (1:50,000 scale)

and at the micro level. At the microlevel, in addition to aerial photographs cadastral revenue maps would be necessary at the time of actual field level planning and implementation.

(7) Organizations for survey of soil and land use in hills should be strengthened both at the State and Central levels for completing land surveys. Available data can be compiled in the form of survey status maps and information sheets for being made available to user agencies.

(8) There should be adequate and continuing interaction between resource data generation agencies and user agencies for better understanding of the data and for optimal use of such information in integrated watershed planning and management.

(9) In addition to data pertaining to land, and basic data about climate, vegetation and water resources information would also be necessary in respect of :

- (1) present land use.
- (2) ownership patterns of land.
- (3) land tenure systems.
- (4) existing physical and social infrastructure.
- (5) land capability on the basis of soil and water conditions.

(10) For best use of land, water and vegetation resources, a watershed is the ideal areal unit of management. However, for administrative purposes, depending upon the scale of planning, a watershed may cover the major part of a district or a block. It may constitute a number of villages. The implementing units could be a group of villages,

parts of a block or entire blocks. In case part of a village falls outside the watershed proposed to be treated, the whole village should be included in the project. When watershed projects fall within the boundaries of more than one block or one district, inter-block and interdistrict coordination mechanisms would be necessary to bring about integration of action in time and space and ensure coherence both at the conceptual and implementation stages.

(11) The objectives of Watershed Management Project should be clearly set. e.g. rehabilitation of degraded watersheds, sediment control, area development, improvement in the living conditions of the people etc., or a combination of these objectives. The objectives should be measurable in quantitative terms as far as possible.

(12) People must be involved in project formulation and implementation at all stages and their needs and preferences respected for effective participation. Their key needs may be identified and satisfied.

(13) Watershed management plans should be integrated and should propose action in case of all land uses simultaneously or in a recognized order depending upon the priorities of the people (for example water availability and distribution, terrain improvement, growing of fruits/vegetables/trees, fodder and fuel, changes in cropping pattern etc.).

(14) Considerable degradation is caused by the government sponsored development activities e.g. unscientific construction of roads or unscientific methods of mining, or uncoordinated development activities (e.g. lack of coordination amongst forest, irrigation, road construction and mining departments). There is a greater need for coordination and for adoption of techniques that do not cause environmental damage and degradation.

(15) For planning purposes, norms of implementation and unit-costs may be varied keeping in view the constraints imposed by difficulties of access and altitudinal zones.

(16) Some complex and intractable problems of hill planning currently defy solutions due to various socio-economic reasons e.g. excessive number of cattle and goats, fragmentation of land holdings or use of lands beyond their capability. These problems need to be taken into account at the planning stage. The biophysical constraints have to be reconciled with the genuine needs of hill communities.

(17) There should be catchment and sub-catchment development authorities with a view to provide for strong institutional framework for rigorous implementation of various activities and programmes in an integrated manner.

(18) Cost of development in hill areas is high by virtue of the character of topography and terrains. Environmental constraints further enhance the investment costs. Investment norms have, therefore, to be fixed on more liberal criteria. It is not merely a question of saving hills. The health of the the Himalayas is closely linked to the health of the 'food bowl' of the sub-continent, namely, the Indo-Gangetic Valley.

(19) It is necessary that hill plans and projects are formulated by experts after careful surveys. Following this technically feasible alternatives can be spelt out and the alternatives so worked out can then be placed before people's institutions (Catchment/Sub-Catchment Advisory Committees etc.) for open discussions and choice-making decisions. Within given and designated strategy boundaries, at the micro level, people of the local areas should be free to exercise options. There should be exchange of experience amongst various projects so as to benefit from successful achievements.

(20) Training and visit programmes for village people in hill areas may be organised widely and demonstration plots may be used for training purposes.

(21) Eco-development camps should be held regularly to enhance knowledge of environmental problems and create sensitivity for and knowledge of possible cost-effective solutions. The experience of such camps has been quite encouraging so far.

(22) Training, motivation orientation and extension programmes should be organised for planners, community leaders farmers, workers, functionaries of voluntary agencies and workers of other concerned institutions.

(23) T and V programmes for development staff as well as farmers should be organised. This programme will need to be modified for hills so as to include forestry, agriculture, horticulture, pasture development and animal husbandry.

(24) In any planned development format for mountain region, environmental constraints dictate certain compulsions. These compulsions have to be communicated to and understood by the local citizenry. There has to be a wide spread consciousness about them so that the apparent conflict between development and conservation can be transformed into a complementarity (which is possible of achievement). If this purpose is to be achieved then the most apt medium through which such consciousness can be instilled and imbibed is the educational medium-both formal and informal. Schools, colleges, universities and adult education centres need to be mobilized for the purpose. Firstly, the educational curricula will have to be suitably modified to include the special needs of environmental education for hill populations. Secondly, students in these areas will need to be actually involved in the eco-development works through

voluntary service. This has been quite successfully done in Gujarat in respect of the social forestry programmes. The use of media is yet another powerful means of spreading the consciousness for hill environments.

(25) Considerable discussion took place in the Seminar on the proliferation of administrative hierarchies of various departments at the periphery for reaching the benefits of development programmes to people. It was felt that this proliferation has become counter-productive and has resulted in a vast multiplication of contact points between the citizen and the Government. Also there is not enough coordination between various administrative hierarchies at the field level to bring about integration and meshing of various programmes. The Seminar was, therefore, of the view that in hill areas the concept of a multi-purpose worker with the smaller jurisdiction of operation should be evolved and adopted. It was felt that such an arrangement would bring about greater rapport of these workers with the villagers.

(26) There was a general feeling that staffing shortages are acute in mountain areas in general but much more so in comparatively remote and inaccessible areas. For this purpose several steps were found to be desirable. For remote and inaccessible areas there should be an adequate set of incentives provided to staff in terms of housing, cash compensation and educational facilities. In case of those States where only a part of the area falls within the mountain regions separate hill cadres should be established so that service entrants know from the very beginning that they have to serve in the hill areas. In remote and inaccessible areas residential and school facilities do not become possible. In such cases base field hostels should be provided in foothill towns so that the concerned staff/officers can leave their families behind. Such an arrangement already exists for the Defence Services.

(27) It was felt that for working in mountain areas, the personnel recruited needs to be given special training. This is particularly true of those States where only part of the State falls in the hill region. Before posting personnel to hill areas they must be given adequate inservice training to familiarise them with the conditions obtaining in the mountains, the needs of the area and the development programmes formulated for these regions.

(28) Research in development of agriculture, horticulture, grass land development, hill tourism and land use systems for mountain regions is as yet inadequate. There is a tendency to extend the results of research obtained in the plains and try to apply them to the hills as well. Even where research in hill problems has been conducted in a limited manner, and some results obtained, these have not actually been adopted in the field for want of dissemination, education and motivation. The laboratory : land interface needs to be made much more meaningful for ensuring that the results of research reach the villager and the farmer.

(29) Land holdings in mountain regions are highly fragmented. In some districts in the Central Himalayas a holding may constitute of five to thirteen parcels of land. It was felt that there is need to undertake consolidation of land holdings. However, the participants were also of the view that such a programme should be based on voluntary options by the villagers.

(30) There is a chronic problem of out-migration from hill areas which leaves, behind, in many districts, children, women-folk and old men to run the local economy. Correspondingly in many mountain areas there is in-migration of the more enterprising people from the plains who come in to fill the opportunity gap. While migration by itself may not be bad, the demographic changes that have been brought

about by both in-migration and out-migration have given rise to many social and cultural tensions. The Seminar felt that employment opportunities for hill people should in the first instance be maximised within the hill areas. This can be done by providing adequate training facilities, by improving skill formation and by encouraging those avenues of employment which are suitable to the local resource base. Also, it would be very desirable to encourage skill based employment in the hills rather than resource based employment.

(31) The Seminar was of the unanimous view that the pressure of animal and human population hill lands is extremely heavy and needs to be brought down by pursuing effective population control policies based on family planning and family welfare. The population growth rates in mountain States in the country are on an average much higher than the national level rates. In respect of animals there is need to reduce the numbers and improve the quality.

(32) Protection of the Himalayan regions is necessary not only for the mountain areas alone but for the plains below which constitute the food bowl of the country. It was therefore suggested that the development of the Himalayan regions should be largely a charge on the National Exchequer.

(33) Land use in hills is distinctly different from that in plains and the margins of error available are extremely limited. Optimal development of hill land according to its capabilities will involve land use changes. Some of these changes may imply shifting from agriculture in steep slopes to tree farming, grass land development or horticulture. Such change may also involve rotational closure of various lands and pastures for regeneration. These changes often result in fall of incomes and, become unaffordable and unacceptable to the hill populations. It is, therefore, essential that for such land use changes the people's con-

sent is obtained and where there is economic loss it is fully compensated so that the incomes and employment are protected.

(34) The problems of administration and development of hill areas are of a great magnitude. An adequate mechanism at the central level does not exist for giving full attention to these problems. It was, therefore, recommended that a Himalayan Development Council should be established at the central level for all the Himalayan States/regions and further the Central Government should establish a Mountain Development Department which could coordinate and oversee administration and development of these regions. This is more necessary on account of the fact that Himalayan mountain regions also constitute border areas which are geopolitically sensitive and their proper development and administration is necessary for the security of the country.

(35) It is important that the perceptions, needs, aspirations and experiences of hill people are interwoven coherently in the process of hill planning. The present situation is that the local people in general do not have a sense of involvement in the process of planning and development. Without their participation and acceptance of plan choices there is little chance of mountain planning to succeed. Hill people have over years acquired considerable knowledge about their land and its capabilities, about soil and water regimes and the species of crops, grasses and trees that can be grown under local conditions. Their knowledge and their skills needs to be meshed with the strategies of development to be evolved, with research efforts and with technology transfer mechanisms so that the intelligence, design, choice and implementation functions of hill planning can rest on acceptance, trust and mutuality.

(36) Most hill areas, especially in the Himalayan regions, fall in the proximity of international frontiers which have remained tense and difficult in the last many decades. Even in ethnic contexts trans-border loyalties have created problems like insurgency, terrorism and demands for autonomy sometimes even secession. In Jammu and Kashmir we have faced three ward and tribal incursions. With China the border problems continue to remain unresolved right across the Himalayan arc. In the North-East insurgency and unrest have become chronic. In these circumstances the need for effective hill administration which possesses both reach as well as grasp is a paramount need of the Himalayan mountain regions. It has to be both firm and responsive; it has to be very well informed; it has to be accessible; above all, it must be acting and not merely reacting administration

(37) The Seminar felt that voluntary organizations have very important role in hill development. This role, however, needs to be well defined. Voluntary organizations cannot replace people's institutions or government machinery at the field level but they can help in many areas which are:

- (a) in generating awareness of problems;
- (b) in establishing bridges between policy-makers and the people;
- (c) in experimentation and innovation at micro level for model buildings;
- (d) in dissemination of knowledge about problems of hill areas and
- (e) in helping in the monitoring of development programmes and their evaluation.

(38) Self-sufficiency cannot be the goal of hill development on account of natural, physical and geographic constraints. Besides, optimal land use may very well demand phasing out of steep slope agriculture and shifting cultivation. In the circumstances there should be a very effective public distribution system in the hills so as to ensure that the needs of the people for essential commodities are met at reasonable prices. Such a public distribution system will also need considerable storage facilities particularly in those areas which are cut off during rains or snows.

(39) In the afforestation programmes people's participation is a must and this can become possible only if people are assured that they would be the beneficiaries of such afforestation.

